UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1990/47
27 March 1990

ORIGINAL: ENGLISH

Thirty-seventh session
28 May - 22 June 1990, Geneva
Item 6 of the provisional agenda
UNFPA

POLICY

UNITED NATIONS POPULATION FUND

WORK PLAN FOR 1991-1994 AND REQUEST FOR APPROVAL AUTHORITY

Report of the Executive Director

SUMMARY

This report of the Executive Director is submitted to the Governing Council for its approval in accordance with Governing Council decisions 83/17 III, adopted at its thirtieth session, and 89/46 B, adopted at its thirty-sixth session. It contains the work plan for the years 1991-1994 and as such gives information on UNFPA's resource situation, overall resource utilization and the distribution of programmable resources between country and intercountry activities. In accordance with Council decisions, it also provides information on allocations and utilization of resources in 1989. The document concludes with the request for approval authority for the years 1991-1994.

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I. UTILIZATION OF RESOURCES IN 1989

1. This report examines the utilization of resources by UNFPA in 1989, applying the measurements of resource utilization adopted by the Governing Council in decision 89/46 B. It also presents information about the size and substantive areas of the new country programmes to be submitted to the Governing Council in 1990. The report further describes the work plan for 1991-1994 including information about the resource projection and the proposed utilization of programmable resources between country and intercountry programmes as well as among geographical regions. The report also contains the Executive Director's proposed programme expenditure level for 1991 and the estimates of new programmable resources for the 1992-1994 period in accordance with decision 89/46 B, paragraph 1, of the Governing Council.

2. Thanks to generous voluntary contributions of $180.8 million from Governments UNFPA's income in 1989 totaled $184.9 million (estimate), an increase of $6.9 million over the previous year. This increase was considerably less than had been projected in last year's work plan primarily because of the appreciation of the US dollar against most of the other major currencies. Thus, the amount realized in interest income, foreign exchange gains, miscellaneous and other adjustments totalled only $4.1 million in 1989, as compared to $12.9 million in 1988. Nevertheless, the Fund's resources increased for the third year in a row. The total year-end allocations to UNFPA programmes and projects in 1989 provisionally amounted to $194.2 million, of which $141.5 million (72.9 per cent) was allocated to country activities and $52.7 million (27.1 per cent) to intercountry activities. Total project expenditures in 1989 are estimated at $149.5 million.

Table A. Performance indices for 1988 and 1989
(Millions of US dollars)

	1988	1989 (provisional)
New programmable resources	$137.6	$132.7
Governing Council-approved programmable resources (1)	$160.2[a]	$177.2[b]
Year-end allocations (2)	$169.1	$194.2
Expenditures (3)	$129.8	$149.5[c]
Project expenditure rate: (3)/(2)	76.8%	77.0%
Programmed resource utilization rate: (3)/(1)	81.0%	84.4%

[a] Document DP/1988/34, table F.

[b] See document DP/1989/34, paragraph 33, and decision 89/46 B, paragraph 3. The figure for the new programmable resources was modified to $144.4 million to reflect decision 89/49, paragraph 16.

[c] Estimated by assuming a project expenditure rate of 74.0 per cent for country activities and 85.0 per cent for intercountry activities.

3. As shown in table A, the provisional programmed resource utilization rate[1] for 1989 is 84.4 per cent. This represents the ratio of estimated total programme expenditures of $149.5 million to total programmable resources available of $177.2 million, which consists of the new programmable resources of $144.4 million and the carry-forwards of $32.8 million.

Table B. Expenditures for country and intercountry activities 1986-1989
(Millions of US dollars)

Activities	1986 ($)	1986 (%)	1987 ($)	1987 (%)	1988 ($)	1988 (%)	1989[a] ($)	1989[a] (%)
Country.....	71.6	70.6	73.3	68.5	89.9	69.3	104.7	70.0
Intercountry[b].....	29.8	29.4	33.7	31.5	39.8	30.7	44.8	30.0
(Regional.....	15.1	14.9	17.0	15.9	19.9	15.4	24.1	16.1)
(Interregional...	14.7	14.5	16.7	15.6	19.9	15.3	20.7	13.8)
Total	101.4	100.0	107.0	100.0	129.7	100.0	149.5	100.0

Note: Figures may not add up to the totals given due to rounding.

[a] Estimated by assuming a project expenditure rate of 74.0 per cent for country activities and 85.0 per cent for intercountry activities.

[b] Intercountry activities are composed of regional and interregional activities. Percentages given for regional and interregional activities are based on the total expenditures for country and intercountry activities for a given year.

4. As shown in table B, total project expenditures for country activities in 1989 are estimated at $104.7 million and for intercountry activities at $44.8 million. Table B also shows that the percentage of total estimated expenditures for country activities in 1989 (70.0 per cent) was consistent with past resource distribution patterns.

5. In absolute terms, UNFPA was again able to deliver considerably larger resources to projects in 1989 than in any previous year. The $149.5 million in project expenditures in 1989 is $19.8 million more than such expenditures in 1988 (a 15.3 per cent increase) and $42.5 million more than expenditures in 1987 (a 39.7 per cent increase). In addition, the provisional data indicate that the amount of resources mobilized and allocated for both country and intercountry activities in the sub-Saharan Africa region increased significantly (from $31.2 to $38.0 million or 21.8 per cent). The expenditures for country projects rose from $89.9 million in 1988 to $104.7 million in 1989, an increase of about 16.5 per cent. Intercountry project expenditures rose from $39.8 million in 1988 to $44.8 million in 1989, an increase of approximately 12.6 per cent.

[1] The Council approved the use of this rate, which was put forth in document DP/1989/34, paragraph 2.

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Table C. Expenditures by substantive area for country and intercountry activities 1986-1989
(Millions of US dollars)

Substantive area	1986 ($)	1986 (%)	1987 ($)	1987 (%)	1988 ($)	1988 (%)	1989[a] ($)	1989[a] (%)
Family planning programmes..	52.9	52.2	54.6	51.0	68.0	52.4	68.3	45.7
Information, education and communication.....	15.6	15.4	16.6	15.5	18.9	14.6	25.6	17.1
Basic data collection.....	9.0	8.9	9.7	9.1	13.0	10.0	16.0	10.7
Population dynamics.....	10.7	10.6	13.2	12.4	14.8	11.4	18.9	12.7
Formulation and evaluation of population policies....	8.3	8.1	8.2	7.7	9.3	7.2	10.6	7.1
Implementation of policies..	0.2	0.2	0.2	0.2	0.3	0.2	0.1	0.0
Multisector activities.....	2.5	2.5	1.7	1.6	2.2	1.7	4.3	2.9
Special programmes.....	2.1	2.1	2.8	2.6	3.2	2.5	5.7	3.8
Total	101.4	100.0	107.0	100.0	129.7	100.0	149.5	100.0

Note: Figures may not add up to the totals given due to rounding.
[a] Estimated by assuming a project expenditure rate of 74.0 per cent for country activities and 85.0 per cent for intercountry activities.

6. Table C presents expenditures for country and intercountry activities for the 1986-1989 period by substantive area. It demonstrates that in 1989 the major share (62.8 per cent) of total resources once again went to family planning and information, education and communication (IEC) activities. While the share of family planning declined somewhat from the previous year, the share of resources for programmes that provide critical support for family planning, namely IEC activities and activities to enhance the status of women, increased to their highest level during the four-year period.

Table D. Expenditures for country activities by functional category 1986-1989
(Millions of US dollars)

	1986 ($)	1986 (%)	1987 ($)	1987 (%)	1988 ($)	1988 (%)	1989[a] ($)	1989[a] (%)
Training.....	10.1	14.1	10.3	14.0	13.0	14.5	15.8	15.1
Research.....	3.5	4.9	4.7	6.4	3.7	4.1	5.3	5.1
Information exchange.....	5.5	7.7	4.1	5.6	7.0	7.8	5.2	5.0
Technical assistance and backstopping.....	52.3	73.0	54.1	73.8	65.3	72.6	76.4	73.0
Others.....	0.1	0.2	0.2	0.3	0.8	0.9	2.0	1.9
Total	71.6	100.0	73.3	100.0	89.9	100.0	104.7	100.0

Note: Figures may not add up to the totals given due to rounding.
[a] Estimated by assuming an expenditure rate of 74.0 per cent.

7. Table D shows expenditures for country activities for the 1986-1989 period by functional category. Of note is the continued emphasis on training and technical assistance and backstopping, which together received 88.1 per cent of programme resources for country activities in 1989. These two functional categories also received the largest share of programme resources for intercountry activities, although the percentage was considerably lower at 60.5 per cent (see table E).

Table E. Expenditures by functional category for intercountry activities which can be attributed to specific developing countries 1988 and 1989

(Millions of US dollars)

	1988			1989			
	Intercountry activities ($)	(%)	Expenditures attributable to countries ($)	Intercountry activities[a] ($)	(%)	Percentage attributable to countries (%)	Expenditures attributable to countries ($)
Training	8.8	22.1	7.9	9.1	20.3	90.0	8.2
Research	7.8	19.6	2.3	8.2	18.3	30.0	2.4
Information exchange	5.5	13.8	1.1	6.2	13.8	20.0	1.2
Technical assistance and backstopping	14.5	36.4	12.3	18.0	40.2	85.0	15.3
Others	3.2	8.0	2.1	3.3	7.4	65.6[b]	2.1
Total	39.8	100.0	25.8	44.8	100.0	65.6	29.4

Note: Figures may not add up to the totals given due to rounding.
[a] Estimated by assuming an expenditure rate of 85.0 per cent.
[b] Percentage estimated by taking the average of above four categories

8. Table E also shows, in accordance with the methodology approved by the Governing Council in decision 87/30 I, the expenditures for intercountry activities in 1989 which can be attributed to specific developing countries. Approximately $29.4 million, or 65.6 per cent of the total expenditures to intercountry activities in 1989, can be so attributed.

9. Table F shows expenditures for country activities for the 1986-1989 period by priority country status. The total expenditures of $251.0 million for the four-year period for priority countries constitutes 73.9 per cent of the total expenditures for country activities.

Table F. Expenditures for country activities by priority country status 1986-1989
(Millions of US dollars)

	1986		1987		1988		1989[a]	
	($)	(%)	($)	(%)	($)	(%)	($)	(%)
Priority countries[b]	52.7	73.6	54.1	73.8	66.1	73.5	78.1	74.6
Non-priority countries	18.9	26.4	19.2	26.2	23.8	26.5	26.6	25.4
Total	71.6	100.0	73.3	100.0	89.9	100.0	104.7	100.0

Note: Figures may not add up to the totals given due to rounding.
[a] Estimated by assuming an expenditure rate of 74.0 per cent.
[b] Based on decision 88/34 I, paragraph 6.

II. NEW SUBMISSIONS OF COUNTRY PROGRAMMES TO THE COUNCIL AT ITS THIRTY-SEVENTH SESSION

10. The Executive Director is submitting to the thirty-seventh session of the Council for its approval 13 comprehensive country programmes, most of which have an intended duration of four to five years. These 13 country programmes (5 in sub-Saharan Africa, 1 in Arab States and Europe, 3 in Asia and the Pacific, and 4 in Latin America and the Caribbean) total $110.2 million.

Table G. New submissions of country programmes by substantive area
(Millions of US dollars)

	($)	(%)
Family planning	52.80	47.9
Information, education and communication	15.60	14.2
Basic data collection	7.95	7.2
Population research and policy development[a]	19.20	17.4
Special programmes	9.95	9.0
Programme reserve	4.70	4.3
Total	110.20	100.0

Note: Figures may not add up to the totals given due to rounding.
[a] Includes population dynamics, formulation and evaluation of population policies and implementation of policies.

11. The distribution of resources for these programmes by substantive programme area is in line with the guidelines set by the Council as shown in table G. For example, family planning activities account for 47.9 per cent of total country programme resources, while information, education and communication projects receive 14.2 per cent. Resources for population research and policy development activities and those for basic data collection amount to 17.4 per cent and 7.2 per cent

respectively. Furthermore, in line with UNFPA guidelines as put forth in "An implementation strategy to strengthen the capacity of the Fund to deal with issues concerning women, population and development" (DP/1987/38), all new country projects take into consideration women as both participants and beneficiaries of population and development activities. In addition, 9.0 per cent of country programme resources will be allocated to special programmes, which include projects directly related to improving the status of women.

III. WORK PLAN FOR 1991-1994 AND REQUEST FOR PROGRAMME EXPENDITURE AUTHORITY

A. The Work Plan 1991-1994

12. The work plan of UNFPA is a projected programme of assistance based upon income projections, prior commitments and foreseeable needs over the next four years. Its present format is based on Governing Council decisions 83/17 III, adopted at its thirtieth session, and 89/46 B, adopted at its thirty-sixth session.

13. The work plan refers only to those activities that are funded from UNFPA's general resources (over the period 1986-1989 this constituted 95.7 per cent of UNFPA's resources) and not to those funded from multi-bilateral resources. The rationale for this lies in the fact that in the latter cases ultimate funding decisions are made by the individual multi-bilateral donor country or organization.[1] Since the work plan summarizes intended funding decisions by UNFPA to be approved by the Governing Council, multi-bilateral funding is not included in its figures.

14. The work plan contains information on the following subjects:

(a) Estimates of new programmable resources 1991-1994 by year (paragraphs 16-17);
(b) General considerations in resource distributions (paragraph 18);
(c) Distribution of total programmable resources 1991-1994 between country and intercountry activities (paragraphs 20-22);
(d) Average annual distribution of country activities by region for the years 1991-1994 (paragraph 24);
(e) Amounts for country activities already programmed for 1990-1994 (paragraphs 27-28);
(f) Average annual distribution of intercountry activities by region for the years 1991-1994 (paragraph 29).

15. The work plan of UNFPA is a rolling four-year plan which means that for each new work plan the current year is deleted and one future year is added. Since most programmes and projects last for several years, and since allocations for these programmes and projects are periodically adjusted in accordance with rates of implementation and other factors, the calculation of proportional shares to each major sector, geographical region, country, etc., on the basis of the allocations at year end of any given year alone, does not necessarily present the overall picture of the financial status of UNFPA-supported programmes. More important are the new programme decisions being made by UNFPA, even though the new programmes are

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[1] For definitions of multi-bilateral funding, see UNFPA Financial Regulations and Rules, 1985, Chapter IV and Chapter V.

implemented over a period of several years. Submission of new country programmes described in section II are examples of such new decisions, and they form part of the work plan.

16. The work plan is based on the income assumptions for the period 1991-1994 which, after deducting both operational costs and additions to the operational reserve, determine the estimates of new programmable resources. For the work plan 1991-1994, the Executive Director takes the income of 1990 at $202.5 million as the base, and applies a constant annual rate of increase of 9.5 per cent for 1991-1994. The income projection for the work plan is based on the recent trend in the growth of the resource base of UNFPA, which increased on average by 9.7 per cent each year between 1986 and 1989 (11.4 per cent from 1986 to 1987; 14.1 per cent from 1987 to 1988 and 3.9 per cent from 1988 to 1989) even without a contribution from one of the Fund's largest traditional donors. The projection also takes into consideration preliminary indications of major donor countries about their pledges for 1991. UNFPA further anticipates increases in pledges from its traditional donors in future because of the growing consensus among all countries of the need for more resources for population activities in developing countries. Moreover, the annual rates of increase used in earlier work plans tended to be conservative and overcautious, and the Executive Director recommends continuing to adopt a more proactive, yet prudent, approach in resource planning, as reported to the Governing Council in 1989 (DP/1989/34).

Table H. New programmable resources for 1991-1994
(Millions of US dollars)

	1991	1992	1993	1994	**Total** 1991-1994
Income	221.7	242.8	265.8	291.1	1,021.4
Operational costs (1)	(55.0)	(58.3)	(61.8)	(65.5)	(240.6)
Addition to the operational reserve (2)	0	0	0	(5.0)	(5.0)
Subtotal (1) + (2)	(55.0)	(58.3)	(61.8)	(70.5)	(245.6)
Available as new programmable resources	166.7	184.5	204.0	220.6	775.8

Note: Figures may not add up to the totals given due to rounding.

17. The new programmable resources, as presented in table H, are calculated on the basis of these assumptions. Whereas the income for 1991-1994 is projected to increase on average by 9.5 per cent per annum, operational costs are projected to increase by 6 per cent per annum for the same period. In accordance with Council decision 89/49, paragraph 16, which set the level of the operational reserve at $45.0 million with effect from 1989, no additions to the operational reserve are planned for 1990-1993. However, the Fund proposes to add $5.0 million to the operational reserve in 1994 in order to increase the reserve to a level more in keeping with that set by the Council in decision 81/7 III, paragraph 5. As noted in decision 89/49, the level of operational reserve will be reviewed by the Governing Council at its thirty-eighth session.

18. Table H shows the estimated new programmable resources for the period 1991-1994 to be $775.8 million, excluding possible carry-forwards from 1990 to 1991. (By contrast, the new programmable resources for the previous work plan period of 1990-1993 were $731.4 million.[1]) These resources will be used in accordance with the following instructions by the Council:

(a) Considerably increased support to countries in the sub-Saharan Africa region through country and regional activities;
(b) Support to programmes and projects in priority countries at a level of four fifths of allocations to country activities;
(c) Continued emphasis on projects in the complementary areas of family planning and information, education and communication;
(d) Considerably increased support to programmes and projects which improve the role and status of women through country and intercountry activities;
(e) Support to country programmes and projects approved by the Council as scheduled in the individual country submissions;
(f) Levels of allocations to individual countries on the basis of the eight specific criteria mentioned in Council decision 81/7 I, paragraph 8.

19. By their very nature, all figures in the work plan are tentative, notably for the following reasons:

(a) As in the case of the 1989 work plan, the income estimates of the current work plan for the years 1991-1994 do not include a contribution from the United States Government. If and when the United States Government decides once again to contribute to UNFPA, the income estimates would have to be revised upwards. In addition, the income estimates would have to be adjusted during the course of the plan period as the value of the US dollar fluctuates;

(b) The Council has given UNFPA broad guidelines and priorities to be mindful of in allocating resources by geographical criteria (quantitative targets for country versus intercountry activities, and percentage of total resources to priority countries[2]) as well as by substantive criteria (work plan categories: family planning; information, education and communication; etc.);

(c) While UNFPA intends to allocate the major portion of its resources for country activities through country programmes approved by the Council, the formulation as well as implementation of projects in these programmes is sometimes delayed considerably. In such cases, a portion of the resources reserved for a specific country programme for a particular period may be made available for activities in other countries.

20. Table I shows the planned distribution of total programmable resources during the work plan period 1991-1994, including possible carry-forwards of

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[1] See document DP/1989/34, table H. The figures were modified to reflect the decision (89/49, paragraph 16) that the level of the operational reserve be set at $45 million as endorsed in decision 89/46 B, paragraph 1.

[2] It should be recalled that the Council raised the percentage of total resources to be allocated for priority countries to 80 per cent, in decision 88/34 I, paragraph 6.

resources from 1990 to 1991. The total programmable resources available were estimated at $784.3 million (an annual average $196.1 million), consisting of $775.8 million of new programmable resources and $8.5 million of estimated carry-forwards.

Table I. Distribution of programmable resources between country and intercountry activities 1990-1993 and 1991-1994
(Millions of US dollars)

	1990-1993[a]			1991-1994		
	Total ($)	Annual ($)	Average (%)	Total ($)	Annual ($)	Average (%)
Country activities.....	548.5	137.1	73.3	580.4	145.1	74.0
Intercountry activities...	199.8	50.0	26.7	203.9	51.0	26.0
(Regional activities...	112.2	28.1	15.0	116.1	29.0	14.8)
(Interregional activities.....[b]...	87.6	21.9	11.7	87.8	22.0	11.2)
Total	748.3[c]	187.1	100.0	784.3[c]	196.1	100.0

Note: Figures may not add up to totals due to rounding.

[a] See document DP/1989/34, table I. The figures in this column reflect the distribution of the amount of $22.0 million as approved in decision 89/46 B, paragraph 2.

[b] Includes partial use of carry-forwards of resources from 1989.

[c] Includes estimated carry-forwards of $8.5 million from 1990 to 1991.

21. The planned distribution of total programmable resources for 1991-1994 between country and intercountry activities (regional and interregional activities) takes into consideration the needs in each of these areas. According to this plan, country activities will account for 74.0 per cent of the total programmable resources during 1991-1994, a slight but significant increase from the 73.3 per cent in the previous plan for 1990-1993 and the 71.4 per cent in the plan for 1989-1992. In absolute terms, the resources intended for country activities will increase to $580.4 million for the four-year period 1991-1994, an average of $145.1 million per annum, from $548.5 million, or $137.1 million per annum, for the 1990-1993 period. This amounts to an average increase in the resources intended for country activities of $8.0 million per year.

Table J. Intended country activities by region for the period 1990-1993 and 1991-1994 compared with expenditures 1986-1989
(Millions of US dollars)

	1986 expenditure		1987 expenditure		1988 expenditure		1989[a/] expenditure		1990-1993[b/]			1991-1994		
	($)	(%)	($)	(%)	($)	(%)	($)	(%)	Annual Average	% of country activity resource	% of total resource	Annual Average	% of country activity resource	% of total resource
Africa (sub-Saharan)	16.6	23.2	18.9	25.7	23.4	26.0	29.4	28.1	44.6	32.5		47.6	32.8	
Arab States and Europe	8.9	12.4	9.0	12.3	12.0	13.4	13.9	13.3	16.7	12.2		17.7	12.2	
Asia and the Pacific	36.5	50.9	35.2	47.9	41.4	46.1	46.6	44.5	59.0	43.0		62.0	42.7	
Latin America/Caribbean	9.7	13.5	10.3	14.0	13.0	14.5	14.7	14.1	16.9	12.3		17.8	12.3	
Total	71.6	100.0	73.3	100.0	89.9	100.0	104.7	100.0	137.1	100.0	73.3	145.1	100.0	74.0

Note: Figures may not add up to the totals given due to rounding.

a/ Estimated by assuming an implementation rate of 74.0 per cent for country activities.

b/ See document DP/1989/34, table J. The figures in this column reflect the distribution of the amount of $22.0 million as approved in decision 89/46 B, paragraph 2.

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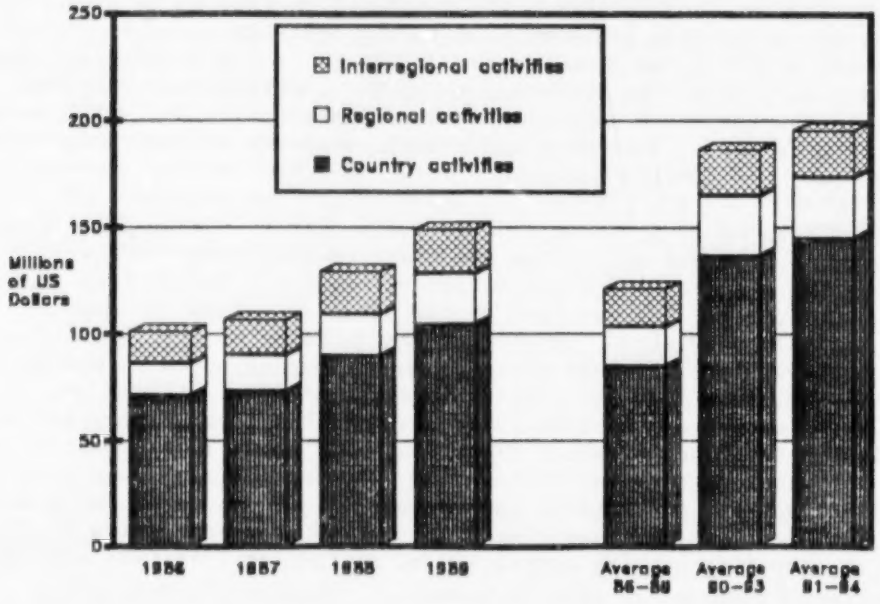
22. Regional and interregional activities will account for 14.8 per cent and 11.2 per cent, respectively, for the 1991-1994 period, a slight decline from the 15.0 per cent for regional activities and the 11.7 per cent for interregional activities planned for the previous planning period of 1990-1993. The resources for regional activities, however, will increase in absolute terms from $112.2 million to $116.1 million in order to provide support to country activities. It should be noted here that the proposed resource utilization plan will be further reviewed in 1991 taking into consideration the decisions of the Governing Council in light of the report of the expert group on agency support costs (DP/1990/9), as well as the next intercountry programme to be submitted to the Council by UNFPA in 1991.

23. Table J presents a resource utilization pattern for country activities by region from 1986 to 1994. It contains:

(a) Expenditures for country activities by region from 1986 to 1989;
(b) The average intended distribution for 1990-1993 as reported in the work plan of 1989 (document DP/1989/34);
(c) The average intended distribution for 1991-1994 now being proposed.

The table shows a continuous increase in the resources allocated for country activities since 1986. Figure 1 presents a graphic summary of this programming trend.

Figure 1. Distribution of programmable resources, actual and projected



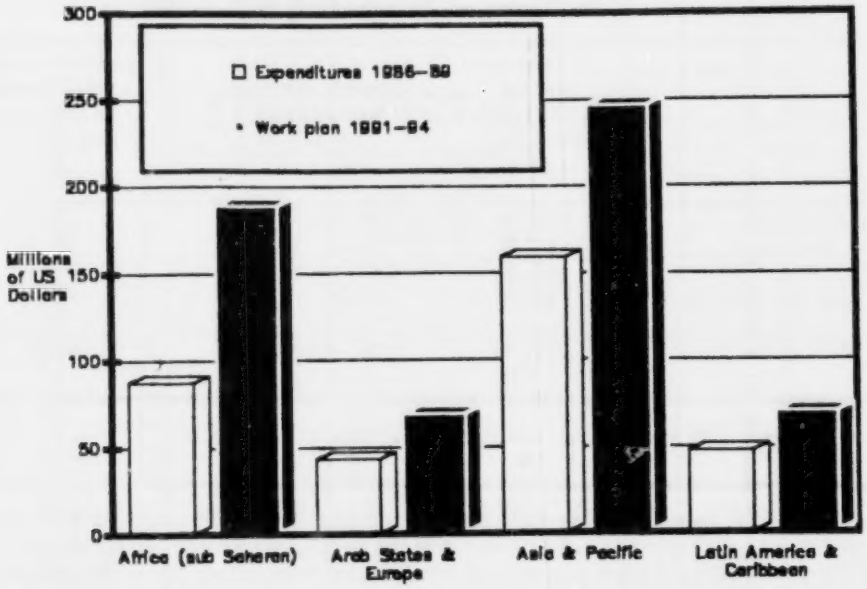
24. The average annual increase in the work plan for 1991-1994 of $8.0 million in resources intended for country activities will be distributed among the four

regions as follows: sub-Saharan Africa, $3.0 million; Asia and the Pacific, $3.0 million; Arab States and Europe, $1.0 million and Latin America and the Caribbean, $0.9 million. The increase in resources to the sub-Saharan Africa region is in conformance with recent Council decisions 87/30, 88/34 and 89/46. It also reflects UNFPA's continued efforts to give priority to countries in sub-Saharan Africa, particularly in view of the deteriorating demographic and socio-economic conditions in many parts of the region, the large number of priority countries there (31 countries), and these countries' growing absorptive capacity to utilize population assistance. As for Asia and the Pacific, the Arab States and Europe, and Latin America and the Caribbean, the proportion of the additional resources essentially remains constant, although each will receive an increase in resources in absolute terms. With the additional $3.0 million per year over last year's work plan, the Asia and Pacific region, with average annual resources of $62.0 million, will remain the largest in the Fund, accounting for 42.7 per cent of total UNFPA resources for intended country activities.

25. One significant long-term trend of the Fund's country activities is a steady and substantial increase in support to the countries of sub-Saharan Africa. UNFPA support for African countries increased from $16.6 million in 1986 to $29.4 million in 1989 and is expected to increase to $47.6 million per year in the 1991-1994 period. In terms of proportion of UNFPA resources for country activities, the share of the resources for sub-Saharan Africa grew from 23.2 per cent of the total in 1986 to 28.1 per cent in 1989 and is expected to increase to 32.8 per cent in the 1991-1994 period. The country activities in Asia and the Pacific in the period 1986-1989 amounted to $159.7 million, which is nearly half (47.0 per cent) of the Fund's total programme expenditures for country activities. The average annual expenditures for this region increased from $36.5 million in 1986 to $46.6 million in 1989 and is expected to grow to $62.0 million in the 1991-1994 period. The average annual expenditures for the Arab States and Europe rose from $8.9 million in 1986 to $13.9 million in 1989 and is projected to be $17.7 million in 1991-1994. The corresponding figures for Latin America and the Caribbean were $9.7 million in 1986 and $14.7 million in 1989. The projected annual resources for this region in the 1991-1994 period are $17.8 million.

26. The increasing emphasis given to country activities in the proposed work plan is further evident when such activities are compared with those during 1986-1989. For example, the proposed distribution of resources for African country activities, $190.4 million, or 32.8 per cent of the total resources for country activities in the period of 1991-1994, constitutes an increase of $102.1 million, or about 115.6 per cent, over the 1986-1989 period. The resources to be allocated to Asia and the Pacific will be $247.8 million, an increase of $88.1 million, or approximately 55.2 per cent, over the 1986-1989 period. The other two regions will have roughly similar shares, each of about $71 million, or about 12 per cent of the country programme resources. This constitutes a 62 per cent increase over expenditures for 1986-1989 for Arab States and Europe and a 50 per cent increase for Latin America and the Caribbean. Figure 2 provides a graphic presentation of this programming trend by comparing country activities by region for 1986-1989 and 1991-1994.

Figure 2. Country activities by region
Expenditures 1986-89 & work plan 1991-94



27. Based on an analysis of the status of financial implementation of UNFPA programmes and projects, the balance of commitments to country programmes approved by the Governing Council is estimated to be $470.6 million for 1990-1994[1] including the new country programmes being submitted to the Council at this session (see DP/1990/48, table C). Of the $717.5 million intended for country activities between 1990 and 1994[2], therefore, $470.6 million, or 65.6 per cent, has already been programmed through country programmes and projects that have either been approved by the Council at earlier sessions or are being submitted to the Council at the thirty-seventh session (see table K). It should be noted that the percentage is based on the five-year period including 1990 rather than the work plan period 1991-1994. By comparison, the rate reported in last year's work plan was 51.4 per cent (DP/1989/34, table K).

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[1]Two of the country programmes (Angola and Ghana) are scheduled to be completed in 1995.

[2] Sum of $137.1 million, the annual average of intended country activities for 1990-1993, and $580.4 million, intended country activities for 1991-1994 (see table I).

Table K. Intended country activities for 1990-1994 and amounts already programmed, with percentage shares
(Millions of US dollars)

	Total country activities 1990-1994 ($)	Amount already programmed 1990-1994 ($)	(%)	Amount already programmed as percentage of country total (%)
Africa (sub-Saharan)	235.0	140.4	29.8	59.7
Arab States and Europe	87.5	50.1	10.6	57.3
Asia and the Pacific	306.8	197.6	42.0	64.4
Latin America and the Caribbean	88.3	82.6	17.6	93.5
Total	717.5	470.6	100.0	65.6

Note: Figures may not add up to the totals given due to rounding.

28. In the Latin American and Caribbean region, 93.5 per cent of the expected resources for country activities in 1990-1994 have already been programmed. This is due in part to the fairly large amount of resources committed to country programmes that have recently been or are being submitted to the Council ($41.0 million this year and $22.9 million last year) and in part because the amounts already programmed include funds to be sought from other sources, including multi-bilateral sources, which must be provided by UNFPA, should the other sources of funds not be forthcoming. For example, out of $63.9 million combined for 1988 and 1989, $14.0 million or 21.9 per cent may be funded from other sources. It also reflects the Fund's accelerated programming in the Latin American and Caribbean region in recent years.

Table L. Intended intercountry activities by region for the period 1990-1993 and 1991-1994 compared with expenditures 1986-1989
(Millions of US dollars)

	1986 expenditure ($)	1986 expenditure (%)	1987 expenditure ($)	1987 expenditure (%)	1988 expenditure ($)	1988 expenditure (%)	1989[a] expenditure ($)	1989[a] expenditure (%)	1990-1993[b] Annual Average	1990-1993[b] % of intercountry activity resource	1990-1993[b] % of total resource	1991-1994 Annual Average	1991-1994 % of intercountry activity resource	1991-1994 % of total resource
Regional Activities														
Africa (sub Saharan)	5.3	17.9	5.9	17.6	7.8	19.6	8.6	19.2	11.7	23.4		12.3	24.1	
Arab States and Europe	2.1	7.1	2.3	6.8	2.7	6.9	4.5	10.1	4.0	8.0		4.1	8.0	
Asia and the Pacific	4.8	16.1	5.9	17.6	5.2	13.1	6.0	13.4	8.0	16.0		8.2	16.0	
Latin America/Caribbean	2.8	9.4	2.8	8.4	4.2	10.4	5.0	11.1	4.4	8.8		4.5	8.8	
Regional subtotal	15.1	50.6	17.0	50.4	19.9	50.0	24.1	53.8	28.1	56.2	15.0	29.0	56.9	14.8
Interregional Activities	14.7	49.4	16.7	49.6	19.9	50.0	20.7	46.2	21.9	43.8	11.7	22.0	43.1	11.2
Intercountry total	29.8	100.0	33.7	100.0	39.8	100.0	44.8	100.0	50.0	100.0	26.7	51.0	100.0	26.0

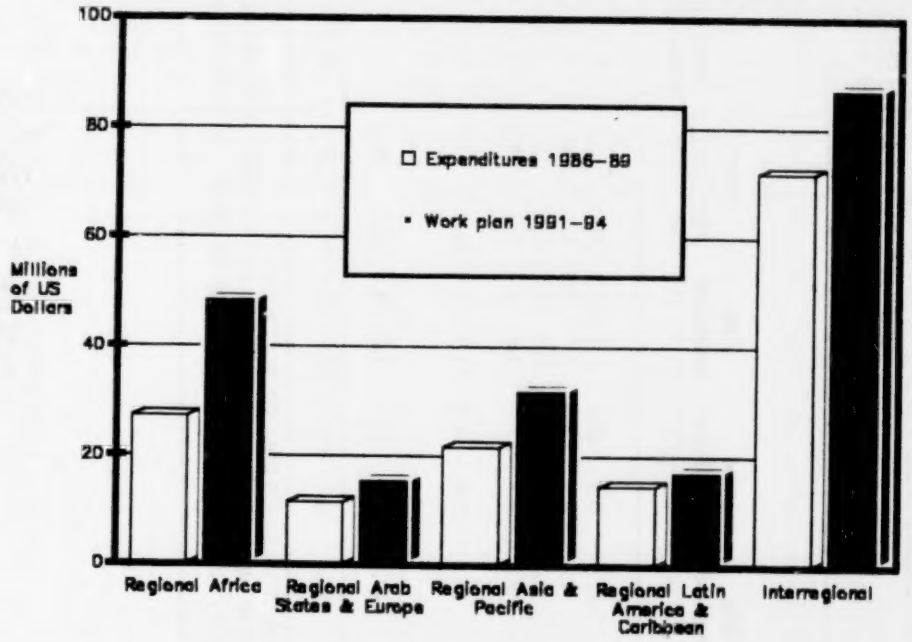
Note: Figures may not add up to the totals given due to rounding.

[a] Estimated by assuming an implementation rate of 85.0 per cent for intercountry activities.

[b] See document DP/1989/34, table L. The figures in this column reflect the distribution of the amount of $22.0 million as approved in decision 89/46 B, paragraph 2.

29. With regard to intercountry activities, the Executive Director proposes to increase the resources for regional activities for the work plan period by $3.9 million, to $116.1 million (table I), and to maintain the intended resources for interregional activities essentially at the same level as in the 1989 work plan, amounting to $87.8 million, or an average of about $22.0 million per annum for the period 1991-1994. In terms of proportion of total programmable resources, intercountry resources for the period of 1991-1994, as shown in tables I and L, will be distributed as follows: 14.8 per cent for regional activities and 11.2 per cent for interregional activities. Overall, this amounts to 26.0 per cent of all UNFPA programmable resources, a smaller proportion than that in the 1989 work plan (26.7 per cent). One significant aspect in this proposal is that the resources for regional activities will increase in absolute terms, while those for interregional activities will remain constant, thereby resulting in a decrease in proportionate terms. Regional activities, because of their geographical and cultural proximity, are expected to contribute greatly to strengthening the institutional capacity of developing countries, especially in sub-Saharan Africa, through training programmes and through the provision of technical backstopping for the formulation and implementation of population policies and programmes at the country level.

Figure 3. Intercountry activities by region
Expenditures 1986-89 & work plan 1991-94



30. Table L also indicates a modest decline in the proportion of resources allocated to interregional activities since 1986 and the steady increase since 1986 in the allocation of resources for African regional activities. The actual

resources allocated to interregional activities were $72.0 million, or 48.6 per cent of the total intercountry resources of $148.1 million for the period 1986-1989. However, the resources intended for the interregional activities for 1991-1994 will be $87.8 million, or 43.1 per cent of the total, a decline of 5.5 per cent proportionately. As figure 3 depicts, while Africa and Asia accounted for $27.6 million or 18.6 per cent of the total resources and $21.9 million or 14.8 per cent, respectively, in the 1986-1989 period, sub-Saharan Africa will receive the largest regional share of $49.1 million in 1991-1994, or 24.1 per cent of the intercountry programme resources of $203.9 million. Resources for regional activities in Asia will amount to $32.6 million, or 16.0 per cent of total, which is essentially the same proportion as in the earlier period. The Latin America and Caribbean region and the Arab States and Europe region will also receive resources at about the same level proportionately as in the 1986-1989 period.

B. Request for programme expenditure authority

Table M. Proposed programme expenditure level for 1991 and estimates for new programmable resources for 1992-1994
(Millions of US dollars)

	1991	1992	1993	1994	Total 1991-1994
Total new programmable resources[a/]	166.7	184.5	204.0	220.6	775.8

Note: Figures exclude carry-forwards from 1990.
a/ See table H of this report.

31. The Governing Council at its thirty-sixth session endorsed the proposal by the Executive Director that the approval authority be set at the level of programme expenditure she is authorized to make in the first year of the four-year work plan period, which will be reviewed, revised and updated yearly, on a rolling plan basis. The programme expenditure level is equivalent to the total programmable resources, which are the sum of the new programmable resources and carry-forwards from the previous year. The requested programme expenditure authority refers only to the new programmable resources, since the expenditure authority for the carry-forwards has already been given in previous years. The Executive Director estimates the revised total programmable resources available in 1990 to be $165.8 million (including projected carry-forwards of $15.0 million). The total programmable resources available in 1991 is projected to be $175.2 million (including projected carry-forwards of $8.5 million).

32. The Executive Director further proposed and the Governing Council endorsed (see paragraph 1 of decision 89/46 B) at its thirty-sixth session that the forward approval be at the levels of the estimates for new programmable resources for the subsequent three years of the work plan period. Table M presents the estimates for new programmable resources for 1992-1994 as well as the proposed new programme expenditure level for 1991, which is equivalent to the total new programmable resources for 1991. The estimate for 1992, which will be adjusted if necessary,

will become the basis for the approval authority for that year when the new work plan covering the period 1992-1995 is submitted to the Council in 1991.

33. As reported to the Governing Council at its last session, UNFPA continues to set a programme ceiling in order to monitor the level of allocations and achieve maximum resource utilization by the end of each year while maintaining financial control. The programme ceiling is a useful and practical internal management tool to ensure prudent financial practice and maximum financial credibility. The programme ceiling is adjusted based not only on the periodically revised income projections and resulting new programmable resources but also on the programme dynamics in various regions.

34. Moreover, it should be reiterated that UNFPA is further strengthening its capacity to monitor and control programme expenditures in order to manage resources against the uncertainties and fluctuations in contributions. This is being enhanced in part through the ongoing development and strengthening of the Fund's management information system as reported to the Governing Council last year in document DP/1989/42 and this year in document DP/1990/51. This will, among other things, facilitate more timely and more up-to-date reviews of progress made in programme implementation against the plan, which will enable UNFPA to anticipate deviations and take corrective actions more quickly and decisively. Furthermore, as mentioned earlier, the work plan is to be revised each year on a rolling plan basis to reflect the latest income estimates and to determine the level of programme expenditures in future years.

IV. RECOMMENDATION

35. The Executive Director recommends that the Governing Council:

(a) Endorse the Executive Director's programme resource planning proposals set out in paragraphs 12 to 33;

(b) Approve the request for the new programme expenditure level in the amount of $166.7 million for 1991;

(c) Endorse the use of the following estimates for new programmable resources for the 1992-1994 period: $184.5 million for 1992; $204.0 million for 1993 and $220.6 million for 1994.

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UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1990/48
2 April 1990

ORIGINAL: ENGLISH

Thirty-seventh session
28 May - 22 June 1990, Geneva
Item 6 of the provisional agenda
UNFPA

SUPPORT

UNITED NATIONS POPULATION FUND

STATUS OF FINANCIAL IMPLEMENTATION OF GOVERNING COUNCIL-APPROVED UNFPA PROGRAMMES AND PROJECTS

Report of the Executive Director

SUMMARY

This report of the Executive Director on the status of financial implementation of Governing Council-approved UNFPA country programmes and projects is prepared in response to decision 84/21 III, paragraph 2, which was approved by the Governing Council at its thirty-first session. It contains details on expenditures to these programmes and projects by year as well as by region and country, showing the amounts still to be allocated under Governing Council approvals. It also assesses the level of programme implementation by applying the concept of multi-year resource delivery rate as introduced in document DP/1989/34 submitted to the thirty-sixth session of the Council. This document is submitted to the Council for its information.

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ECONOMIC PROGRAMMING AND PROJECTIONS/PROGRAMMATION ET PROJECTIONS ECONOMIQUES					
Chief Technical Adviser in Metro-economics and planning	Aruba	ARU-030-0-001-01-M	12 M		June 90
Consultant	Burundi	BDI-030-5-007-55-X	4 M	Dec. 89	Jan. 90
Chief Technical Adviser	Burundi	BDI-030-8-005-01-M	12 M	Aug. 89	Oct. 89
Ingénieur Statisticien/Economiste	Burundi	BDI-030-8-005-02-M	12 M	Aug. 89	Oct. 89
Economiste/Planificateur	Burundi	BDI-030-8-005-03-M	12 M	Aug. 89	Oct. 89
Consultant	Burkina Faso	BKF-010-8-010-60-X	2 Wks	Jan. 90	Feb. 90
Consultant	Burkina Faso	BKF-010-8-010-61-X	2 M	Jan. 90	Feb. 90
Consultant	Burkina Faso	BKF-010-8-010-62-X	3 Wks	Jan. 90	Mar. 90
Consultant	Burkina Faso	BKF-010-8-010-63-X	3 Wks	Jan. 90	Mar. 90
Consultant	Burkina Faso	BKF-010-8-010-64-X	6 Wks	Feb. 90	Mar. 90
Consultant	Burkina Faso	BKF-010-8-010-65-X	8 Wks	Feb. 90	Mar. 90
Consultant	Burkina Faso	BKF-010-8-010-66-X	8 Wks	Feb. 90	Mar. 90
Consultant	Burkina Faso	BKF-010-8-010-67-X	2 Wks	Feb. 90	Mar. 90
Consultant	Burkina Faso	BKF-010-8-010-68-X	2 Wks	Feb. 90	Mar. 90
Consultant	Burkina Faso	BKF-030-9-005-51-X	4 Wks	Feb. 90	Mar. 90
Expert en politique budgétaire	Guinée-Bissau	GBS-030-7-006-02-X	12 M		Jan. 90

INTRODUCTION

1. At its thirtieth session (1983), the Governing Council, in decision 83/17 I, paragraph 19, requested the Executive Director to submit a report to the Council at its thirty-first session on Governing Council approvals by country, giving the period covered, total commitment, expenditures of past years and current allocations. In compliance with this request, the Executive Director provided the required information to the Council at its thirty-first session in a document entitled "Report of the Executive Director on the Status of Financial Implementation of Governing Council-Approved UNFPA Country Programmes and Projects" (DP/1984/32).

2. At its thirty-first session, the Council expressed its appreciation for the report provided by the Executive Director and requested, in decision 84/21 III, paragraph 2, that similar reports be provided in future years. The Executive Director herewith presents the sixth update of this information, which should be read in conjunction with the Work Plan for 1991-1994 and request for approval authority (DP/1990/47), also being submitted to the Governing Council at its thirty-seventh session. This year, however, in an effort to give a more accurate picture of the progress of UNFPA activities, estimated expenditures for 1989 have been used rather than allocations for that year.

3. In view of the concern of the Council about the timeliness of allocations that are based upon Council approval, this report is structured according to the date of approval by the Council rather than according to geographical or other country groupings. Thus, information is provided on (a) those country programmes and projects that were approved by the Council at its thirtieth and subsequent sessions; and (b) those that are being submitted to the present session. This report provides information on the "Resource delivery rate of programmes and projects approved in or after 1983 and completed in or before 1989" (table D). The programme resource delivery rate, which was defined in document DP/1989/34, is expressed as the total expenditure for a programme, divided by the total amount approved by the Governing Council for that programme.

4. While the format of the tables is essentially the same as in the past, as noted above the data for 1989 are based on projections of 1989 expenditures rather than on allocation data for that year. Projected expenditure rates used in this report are 74 per cent for country programmes and projects and 85 per cent for regional and interregional programmes.

5. Most of the tables also include either the resource delivery rate for each completed programme or project or the current expenditure rate for ongoing programmes. The current expenditure rate is the total expenditure accumulated up to the latest year, divided by the amount approved. It applies to ongoing programmes only. When a programme completes its cycle, the current expenditure rate becomes the resource delivery rate. It should also be noted that when a programme approved by the Governing Council is the first one for a given country, the expenditures of any related projects in that country have been included in the programme for the corresponding years.

6. In terms of the format of tables, it is important to note the following: the starting date of a programme is the one approved by the Governing Council; the end of a programme is either (a) the year when all projects were completed, or (b) the

year when a subsequent programme began. For programmes starting in the middle of a year, the yearly expenditures have been prorated.

7. Another notable difference between this report and the previous ones is the inclusion of multi-bilateral resources in certain cases: (a) when the country programme document submitted to the Governing Council specifically noted that UNFPA would seek assistance from other sources, including multi-bilateral sources, with the proviso that UNFPA would provide the corresponding funds should multi-bilateral or other resources not be forthcoming; or (b) when multi-bilateral or other resources were used to supplement funds from UNFPA regular resources. In both cases, the amount of multi-bilateral and other funds has been included in the tables in the column entitled "Amount approved by the Governing Council". In such cases, multi-bilateral expenditures have also been included in the breakdown by year. Conversely, when multi-bilateral funds have been expended on project activities in a certain country, but were not included in the country programme document submitted to the Governing Council, these funds have not been recorded in the tables.

8. Tables A and A.1 to A.7 show the expenditures for country and intercountry programmes and projects approved by the Governing Council, year by year. Table B lists the submissions to the thirty-seventh session of the Council. Table C shows the balance of UNFPA commitments. Table D, as noted above, lists the expenditures and shows all country programmes which started in 1983 or later and came to an end in or before 1989. Table D also shows the resource delivery rate of these programmes.

I. COUNTRY PROGRAMMES AND PROJECTS APPROVED BY THE GOVERNING COUNCIL PRIOR TO ITS THIRTIETH SESSION

9. As explained in the Executive Director's final report on the review and reassessment of the total UNFPA programme for 1982-1985 (DP/1986/35), all country programmes and projects that had been approved by the Council at or before its twenty-eighth session of June 1981 had come to an end by December 1985. For many of the countries concerned, new programmes were developed by UNFPA and approved by the Council since its thirtieth session in June 1983. These new programmes subsumed outstanding balances, if any, of the prior programmes. Thus, UNFPA no longer has outstanding commitments to any country programme activities or large-scale projects that had been approved by the Council at or before its twenty-eighth session.

10. At its twenty-ninth session, the Governing Council did not approve any new country programmes or large-scale projects (defined as those over $1 million) of UNFPA.

II. COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS APPROVED BY THE COUNCIL AT ITS THIRTIETH THROUGH THIRTY-SIXTH SESSIONS

11. At its thirtieth session (1983), the Governing Council approved four country programmes and one large-scale project in sub-Saharan Africa totalling $9.9 million. The Council also approved a new programme in Thailand amounting to $5.9 million. The expenditures of these programmes and project are contained in table A.1. The

country programme for Zaire was completed in 1985, those for Malawi, Niger and Thailand in 1986, the one for Benin in 1987 and the one for Zimbabwe in 1988. New programmes for these countries have been approved by the Council at subsequent sessions and are shown in tables A.4, A.5, A.6 and A.7, respectively. Table A.1 also shows that by the end of 1988 all the programmes and projects approved in 1983 were completed and the average resource delivery rate was 68.4 per cent. (The average resource delivery rate is the sum of multi-year expenditures divided by the total amount approved by the Governing Council.) The lowest rate was 35.4 per cent and the highest was 94.5 per cent.

12. At its thirty-first session (1984), the Governing Council approved six country programmes and one large-scale project in sub-Saharan Africa, Asia and the Pacific, and Latin America and the Caribbean amounting to $75.8 million. The expenditures of these programmes and project are contained in table A.2. The programmes for Zambia, Viet Nam and Peru were completed in 1987, while those for the Central African Republic and Togo ended in 1988. The programme for China ended in 1989. New programmes for Zambia, Viet Nam, Peru, Central African Republic, Togo and China were approved at subsequent Governing Council sessions and are shown in tables A.6 and A.7. The programme for Peru was supplemented by multi-bilateral resources, increasing the total of funds available by $836,000. Multi-bilateral expenditures are reflected in the yearly breakdown. Table A.2 shows that by the end of 1989 all the programmes and project were completed and their delivery rate ranged from 77.3 to 106.3 per cent, giving an average of 102.8 per cent.

13. At its thirty-second session (1985), the Governing Council approved eight country programmes and two large-scale projects in sub-Saharan Africa, Asia and the Pacific, and Latin America and the Caribbean amounting to $136.2 million. The expenditures for these programmes and projects is shown in table A.3. At the end of December 1989, their total outstanding balance was $54.2 million, or 39.8 per cent of total approved amounts. The programme for Uganda was concluded in 1987 and a new programme for that country was approved in 1988 (table A.6). The programmes for Côte d'Ivoire and Cuba were concluded in 1989 and new programmes for these countries are being submitted for approval by the Governing Council at its thirty-seventh session (table B). The project in Nicaragua ended in 1989 (table A.3), and a programme for that country was approved by the Governing Council at its thirty-sixth session (table A.7). Multi-bilateral funds for the earlier project have been included in the figures for that country, increasing the total of funds available by $4.8 million (table A.3). Expenditures for multi-bilateral funds are reflected in the yearly breakdown. It should be noted that the $15.0 million approved for Brazil will be allocated over a six-year period instead of a five-year period as originally scheduled. The programmes for Bangladesh and India have been extended by one year, each from 1990 to 1991. By the end of 1989, the current expenditure rate for programmes and projects approved in 1985 was 60.3 per cent. The lowest rate was 19.1 per cent, the highest 107.8 per cent.

14. At its thirty-third session in 1986 (table A.4), the Governing Council approved seven country programmes in sub-Saharan Africa, Arab States and Europe, and Asia and the Pacific. These seven country programmes had been submitted by UNFPA at two different funding levels ($41.0 million and $57.0 million) due to some uncertainty concerning the expected resources of the Fund. It was not known at the time whether the United States, traditionally UNFPA's largest donor, would contribute to UNFPA in 1986 and future years. However, owing to supplemental contributions (by Canada, Finland and the Netherlands) for 1986 and the depreciation of the U.S. dollar vis-à-

vis other major currencies, the Fund's income in 1986 decreased only by 2.0 per cent. Thus, the Fund was in a position to commit resources at the original higher level of funding. The programmes for the Democratic People's Republic of Korea and for the Syrian Arab Republic were completed in 1989, and new programmes for these two countries are being submitted for approval by the Governing Council at its thirty-seventh session (table B). The programmes for Pakistan, Egypt and the Syrian Arab Republic were supplemented by multi-bilateral funds amounting to $5.0 million, $5.0 million and $0.8 million respectively (table A.4). Expenditures from these funds are reflected in the yearly breakdown. All in all, by the end of 1989, the programmes approved in 1986 had reached an expenditure rate of 47.3 per cent, the lowest being 32.8 per cent and the highest 86.2 per cent.

15. At its thirty-fourth session (1987), the Governing Council approved 31 country programmes in sub-Saharan Africa, Arab States and Europe, Asia and the Pacific, and Latin America and the Caribbean. Like the previous year, because of uncertainty concerning the Fund's level of resources for 1987, country programmes were submitted at two funding levels -- $107.8 million and $151.0 million. As in 1986, the funding situation of UNFPA improved during the course of 1987 to the extent that the Executive Director was able to allocate funds in accordance with the higher level of resources. The expenditures for these programmes are contained in table A.5. At the end of December 1989, the total outstanding balance was $74.3 million, or 49.2 per cent of the total approved amount of $151.0 million. It should be kept in mind, however, that the amounts listed under the heading "Amount approved by the Governing Council" include funds to be sought from other sources, including multi-bilateral resources, with the proviso mentioned in the relevant documents submitted to the Governing Council for approval of programmes, which stipulates that UNFPA would cover the shortfall in resources should multi-bilateral or other resources be unavailable. The figures, therefore, constitute a maximum commitment to the country programme. After three years of implementation, the 31 programmes, which started in 1987, had an average expenditure rate of 50.9 per cent. The lowest rate was 27.5, the highest 87.4 per cent.

16. At its thirty-fifth session (1988), the Governing Council approved 16 country programmes in sub-Saharan Africa, Arab States and Europe, Asia and the Pacific, and Latin America and the Caribbean totalling $99.1 million. In addition, the Governing Council approved a comprehensive UNFPA intercountry programme (four regional programmes plus one interregional programme) for the period 1988-1991 in the amount of $185.2 million. The expenditures for these programmes are contained in table A.6. At the end of 1989, the total outstanding balance was $165.2 million, or 58.2 per cent of the total approved amount of $284.3 million. For the regional and interregional programmes alone, the balance was $97.2 million, or 52.5 per cent of the amount approved for intercountry activities. For the programmes listed in the table, an average of 41.9 per cent of the resources approved by the Governing Council had been spent by the end of their second year of implementation. The lowest rate of expenditure was 10.8 per cent, while the highest was 62.2 per cent.

17. At its thirty-sixth session (1989), the Governing Council approved 13 country programmes in sub-Saharan Africa, Arab States and Europe, Asia and the Pacific, and Latin America and the Caribbean totalling $145.1 million. The expenditures for these programmes are contained in table A.7. At the end of 1989, the total outstanding balance was $139.0 million, or 95.8 per cent of the total approved amount of $145.1 million. For the programmes listed in the table, an average of 4.2 per cent of the resources approved by the Governing Council had been spent by the

end of their first year of implementation. The lowest and highest rates of expenditure were 2.8 and 27.5 per cent respectively.

III. SUBMISSIONS OF PROPOSED COUNTRY PROGRAMMES TO THE COUNCIL AT ITS THIRTY-SEVENTH SESSION

18. UNFPA is submitting 13 proposed country programmes for approval by the Council at its thirty-seventh session, most of which have an intended duration of four or five years. They are presented in table B. The total amount for these 13 countries is $110.2 million, including UNFPA regular funds and other sources, including multi-bilateral sources.

19. The total balance of financial commitment of UNFPA to Council-approved country and intercountry programmes and large-scale projects, including the submissions to the thirty-seventh session of the Governing Council, will amount to $567.8 million, broken down by geographical area as shown in table C. Table C also shows that the balance of commitment to country activities is $470.6 million.

IV. RESOURCE DELIVERY RATES FOR PROGRAMMES AND PROJECTS APPROVED IN OR AFTER 1983 AND COMPLETED IN OR BEFORE 1989

20. Table D provides a compilation of all UNFPA programmes and projects that were approved by the Governing Council since 1983 and which were completed by 1989. Table D shows the expenditure of each country and its resource delivery rate over its programme period. Figure 1 shows the delivery rates for 1983-1989 (average), for 1989 (average) and for each of the country programmes completed in 1989. For 1983-1989 the average was 92.8 per cent (table D). For the programmes ending in 1989, the average delivery rate was 102.6 per cent, which represents a total expenditure of $64.0 million divided by the total amount approved by the Governing Council of $62.4 million. As can be seen, among the five programmes and one project the rates range from a low of 76.3 per cent and a high of 107.8 per cent. Final resource delivery rates may change slightly since expenditures for 1989 are estimated.

V. PROGRAMMES AND PROJECTS ONGOING AFTER 1989

21. Table E. summarizes, by region, the current expenditure rates for country and intercountry programmes and projects which are still ongoing after 1989.

Table A. Expenditures in country programmes and projects approved by the Council from 1983 to 1989

Year of Council approval	Amount approved by Council (*)	Expenditure 1983	Expenditure 1984	Expenditure 1985	Expenditure 1986	Expenditure 1987	Expenditure 1988	Expenditure 1989 x)	Total 1983-1989	Balance
	(1)								(2)	(1)-(2)
1983	15,773,429	1,843,071	2,894,709	3,220,637	2,156,936	513,204	148,758		10,777,315	4,996,114
1984	75,825,000		3,079,680	18,416,499	15,761,413	16,136,940	13,460,447	11,042,008	77,896,987	(2,071,987)
1985	136,161,915			4,262,412	18,307,636	16,117,124	22,948,657	20,352,461	81,988,290	54,173,625
1986	57,000,000				2,857,330	7,245,034	7,300,905	9,521,021	26,924,290	30,075,710
1987	151,000,000					19,991,497	26,614,114	30,147,472	76,753,083	74,246,917
1988	284,300,000						51,935,841	67,127,788	119,063,629	165,236,371
1989	145,100,000							6,091,384	6,091,384	139,008,616
Total	865,160,344	1,843,071	5,974,389	25,899,548	39,083,315	60,003,799	122,408,722	144,282,134	399,494,978	465,665,366

Notes:

(*) See paragraph 4 on multi-bilateral and other assistance.

x) Estimated 1989 expenditure based on a rate of 74 per cent for country activities and 85 per cent for intercountry activities.

/...

Table A.1. Expenditures in country programmes and projects approved by the Governing Council in 1983

Region and country	Intended duration in years	Starting date	Amount approved by Council	Expenditure 1983	Expenditure 198/	Expenditure 1985	Expenditure 1986	Expenditure 1987	Expenditure 1988	Total 1983-1988	Exp/Amt %	Balance
			(1)							(2)	(2)/(1)	(1)-(2)
Africa (sub-Saharan)												
Benin (P) a)	5	July 83	2,400,000	109,967	170,561	274,306	274,392	273,554		1,102,780	46.0	1,297,220
Malawi (P) b)	4	July 83	1,040,000	68,635	157,392	219,495	223,933			669,455	64.4	370,545
Niger (P) b)	5	July 83	2,060,000	40,056	165,617	207,827	314,570			728,070	35.4	1,331,930
Zaire (P) * c)	3	Jan. 83	919,500	178,116	438,842	129,899				746,857	81.3	172,643
Zimbabwe (P) d)	5	July 83	3,450,000	45,778	452,939	622,313	441,931	239,650	148,758	1,951,369	56.6	1,498,631
Subtotal			9,869,500	442,552	1,385,351	1,453,840	1,254,826	513,204	148,758	5,198,531	52.7	4,670,969
Asia and the Pacific												
Thailand b)	4	Jan. 83	5,903,929	1,400,519	1,509,358	1,766,797	902,110			5,578,784	94.5	325,145
Subtotal			5,903,929	1,400,519	1,509,358	1,766,797	902,110			5,578,784	94.5	325,145
Total			15,773,429	1,843,071	2,894,709	3,220,637	2,156,936	513,204	148,758	10,777,315	68.4	4,996,114

Notes:

(P) Priority country designated in accordance with Governing Council decision 82/20.
* Represents project approval.
a) The programme for Benin was completed in 1987. A new programme, which started in 1988, is shown in table A.6.
b) The programmes for Malawi, Niger and Thailand were completed in 1986. New programmes for these countries, which started in 1987, are shown in table A.5.
c) The programme for Zaire was completed in December 1985. A new programme, which started in 1986, is shown in table A.4.
d) The programme for Zimbabwe was completed in 1988. A new programme, which started in 1989, is shown in table A.7.

Table A.2. Expenditures in country programmes and projects approved by the Governing Council in 1984

Region and country	Intended duration in years	Starting date	Amount approved by Council	Expenditure 1984	Expenditure 1985	Expenditure 1986	Expenditure 1987	Expenditure 1988	Expenditure 1989 x)	Total 1984-1989	Exp/Amt %	Balance
Africa (sub-Saharan)			(1)							(2)	(2)/(1)	(1)-(2)
Central African Rep. (P) a)	5	July 84	2,200,000	108,078	192,753	185,514	638,530	694,349		1,819,224	82.7	380,776
Togo a)	5	July 84	1,500,000	126,824	350,044	274,911	357,834	386,275		1,495,888	99.8	4,112
Zambia (P) b)	5	July 84	1,829,000	114,828	396,791	457,573	444,255			1,413,447	77.3	415,553
Subtotal			5,529,000	349,730	939,588	917,998	1,440,619	1,080,624		4,728,559	85.6	800,441
Asia and the Pacific												
China (P) c)	5	Jan. 85	50,000,000		11,573,213	9,142,072	9,555,165	12,011,741	10,822,026	53,104,217	106.3	(3,104,217)
Viet Nam (P) b)	4	Jan. 84	14,000,000	1,184,034	4,820,834	4,610,852	3,583,805			14,199,525	101.5	(199,525)
Subtotal			64,000,000	1,184,034	16,394,047	13,752,924	13,138,970	12,011,741	10,822,026	67,303,742	105.2	(3,303,742)
Latin America and the Caribbean												
Dominican Rep. * d)	4	July 84	2,060,000	258,891	418,759	348,779	133,283	368,082	219,981	1,747,775	84.9	312,225
Peru b) e)	4	July 84	4,236,000	1,287,025	664,105	741,712	1,424,068			4,116,910	97.2	119,090
Subtotal			6,296,000	1,545,916	1,082,864	1,090,491	1,557,351	368,082	219,981	5,864,685	93.2	431,315
Total			75,825,000	3,079,680	18,416,499	15,761,413	16,136,940	13,460,447	11,042,008	77,896,987	102.8	(2,071,987)

Notes:

(P) Priority country designated in accordance with ...ning Council decision 82/20.
* Represents project approval.
a) The programmes for Central African Republic and Togo were completed in 1988. New programmes for these countries are shown in table A.7.
b) The programmes for Zambia, Viet Nam and Peru were completed in 1987. New programmes for these countries, which started in 1988, are shown in table A.6.
c) The programme for China was completed in 1989. A new programme, which started in 1990, is shown in table A.7.
d) The programme for the Dominican Republic was completed in 1989. No new programme has been submitted yet.
e) Regular funds for Peru amount to $3.4 million, multi-bilateral funds to $836,000 (see para. 4 on multi-bilateral assistance).
x) Estimated 1989 expenditure.

Table A.3. Expenditures in country programmes and projects approved by the Governing Council in 1985

Region and country	Intended duration in years	Starting date	Amount approved by Council	Expenditure 1985	Expenditure 1986	Expenditure 1987	Expenditure 1988	Expenditure 1989 x)	Total 1985-1989	Exp/Amt %	Balance
			(1)						(2)	(2)/(1)	(1)-(2)
Africa (sub-Saharan)											
Cote d'Ivoire a)	4	July 85	1,700,000	167,525	333,929	301,870	121,221	370,924	1,295,469	76.3	404,531
Ghana (P)	4	Jan. 85	3,002,200	312,959	124,236	233,845	437,695	990,599	2,099,334	70.0	902,866
Sierra Leone (P)	4	July 85	2,804,715	264,495	512,073	575,508	603,276	344,600	2,299,952	82.1	504,763
Uganda (P) b)	4	July 85	3,455,000	89,270	207,369	360,911			657,550	19.1	2,797,450
Subtotal			10,961,915	834,249	1,177,607	1,472,134	1,162,192	1,706,123	6,352,305	58.0	4,609,610
Asia and the Pacific											
Bangladesh (P)	5d)	Jan. 86	20,000,000		2,279,313	1,616,449	2,916,714	2,604,993	9,417,469	47.1	10,582,531
India (P)	5d)	Jan. 86	63,800,000		8,744,945	6,558,268	9,763,899	8,443,590	33,510,702	52.6	30,289,298
Indonesia (P)	5	Jan. 86	18,000,000		2,227,739	3,251,557	4,101,054	4,358,764	13,939,114	77.5	4,060,886
Subtotal			101,800,000		13,251,997	11,426,274	16,781,667	15,407,347	56,867,285	55.9	44,932,715
Latin America and Caribbean											
Brazil *	5d)	Jan. 85	15,000,000	1,999,658	1,417,912	2,272,700	3,021,657	2,593,787	11,305,714	75.4	3,694,286
Cuba a)	4	Jan. 86	2,400,000		1,203,458	144,058	592,518	645,203	2,585,237	107.8	(185,237)
Nicaragua * c)	4	Jan. 85	6,000,000	1,428,505	1,256,662	801,958	1,390,623		4,877,748	81.3	1,122,252
Subtotal			23,400,000	3,428,163	3,878,032	3,218,716	5,004,798	3,238,990	18,768,699	80.3	4,631,301
Total			136,161,915	4,262,412	18,307,636	16,117,124	22,948,657	20,352,461	81,988,290	60.3	54,173,626

Notes:

(P) Priority country designated in accordance with Governing Council decision 82/20.
* Represents project approval.
a) The programmes for Cote d'Ivoire and Cuba were completed in 1989. New programmes for these countries, submitted in 1990, are shown in table B.
b) The programme for Uganda was completed in 1987. A new programme, which started in 1988, is shown in table A.6.
c) The project for Nicaragua was completed in 1988. A new programme, which started in 1989, is shown in table A.7.
Regular funds for the Nicaragua project that ended in 1988 amounted to $1.2 million, multi-bilateral funds to $4.8 million (see para. 4 on multi-bilateral assistance).
d) The duration of these programmes has been lengthened.
x) Estimated 1989 expenditure.

Table A.4. Expenditures in country programmes approved by the Governing Council in 1986

Region and country	Intended duration in years	Starting date	Amount approved by Council	Expenditure 1986	Expenditure 1987	Expenditure 1988	Expenditure 1989 x)	Total 1986-1989	Exp/Amt %	Balance
			(1)					(2)	(2)/(1)	(1) - (2)
Africa (sub-Saharan)										
Mozambique (P)	5	Jan. 86	6,000,000	1,074,491	1,364,278	877,578	1,176,741	4,493,088	74.9	1,506,912
Zaire (P)	5	Jan. 86	7,500,000	394,349	518,389	718,433	821,405	2,452,576	32.8	5,047,424
Subtotal			13,500,000	1,468,840	1,882,667	1,596,011	1,998,147	6,945,665	51.5	6,554,335
Asia and the Pacific										
Dem. People's Rep. of Korea a)	4	Jan. 86	2,200,000	210,272	717,322	382,641	485,748	1,795,983	81.7	404,017
Pakistan (P) b)	5	Jan. 87	20,000,000		2,468,321	2,114,008	3,822,487	8,404,816	42.1	11,595,184
Subtotal			22,200,000	210,272	3,185,643	2,496,649	4,308,235	10,200,799	46.0	11,999,201
Arab States and Europe										
Egypt (P) b)	5	Jan. 86	13,300,000	505,800	1,180,412	1,531,719	1,320,872	4,538,803	34.2	8,761,197
Jordan	4	Jan. 86	4,000,000	303,376	316,906	431,469	740,584	1,792,335	44.9	2,207,665
Syrian Arab Republic a) b)	4	Jan. 86	4,000,000	369,042	679,406	1,245,057	1,153,183	3,446,688	86.2	553,312
Subtotal			21,300,000	1,178,218	2,176,724	3,208,245	3,214,639	9,777,826	46.0	11,522,174
Total			57,000,000	2,857,330	7,245,034	7,300,905	9,521,021	26,924,290	47.3	30,075,710

Notes:

(P) Priority country designated in accordance with Governing Council decision 82/20.
a) The programmes for the Democratic People's Republic of Korea and for the Syrian Arab Republic were completed in 1989. New programmes for these countries, submitted in 1990, are shown in table B.
b) Regular funds for Pakistan amount to $15.0 million, multi-bilateral funds to $5.0 million.
Regular funds for Egypt amount to $8.3 million, multi-bilateral funds to $5.0 million.
Regular funds for the Syrian Arab Republic amount to $3.2 million, multi-bilateral funds to $0.8 million.
See paragraph 4 on multi-bilateral assistance.
x) Estimated 1989 expenditure.

Table A.5. Expenditures in country programmes approved by the Governing Council in 1987

Region and country	Intended duration in years	Starting date	Amount approved by Council	Expenditure 1987	Expenditure 1988	Expenditure 1989 x)	Total 1987-1989	Exp/Amt %	Balance
			(1)				(2)	(2)/(1)	(1)-(2)
Africa (sub-Saharan)									
Angola (P)	4	Jan. 87	4,000,000	678,591	636,357	414,502	1,729,450	43.3	2,270,550
Botswana	5	Jan. 87	1,900,000	151,391	211,679	240,196	603,266	31.8	1,296,734
Burkina Faso (P) *	4	Jan. 87	5,000,000	743,152	865,899	876,846	2,485,897	49.8	2,514,103
Burundi (P)	5	Jan. 87	5,000,000	566,236	708,646	704,233	1,979,115	39.6	3,020,885
Cameroon *	4	Jan. 87	2,400,000	418,554	828,892	847,939	2,095,385	87.4	304,615
Congo	4	Jan. 87	1,900,000	340,018	312,321	262,845	915,184	48.2	984,816
Ethiopia (P) *	5	Jan. 87	10,000,000	578,861	1,490,211	1,678,599	3,747,671	37.5	6,252,329
Gambia (P)	5	Jan. 87	2,000,000	116,114	133,800	335,329	585,243	29.3	1,414,757
Guinea (P)	4	Jan. 87	3,400,000	510,329	932,072	205,082	1,647,483	48.5	1,752,517
Guinea-Bissau	4	Jan. 87	2,100,000	163,943	112,859	299,621	576,423	27.5	1,523,577
Kenya (P) *	5	Jan. 87	10,000,000	607,190	1,743,935	2,992,977	5,344,102	53.5	4,655,898
Liberia (P) *	5	Jan. 87	3,000,000	113,870	621,211	735,459	1,470,540	49.1	1,529,460
Madagascar (P)	4	Jan. 87	4,000,000	422,045	569,481	646,745	1,638,271	41.0	2,361,729
Malawi (P)	4	Jan. 87	3,000,000	474,842	637,590	891,080	2,003,512	66.8	996,488
Mali (P)	4	Jan. 87	3,600,000	738,380	459,083	920,914	2,118,377	58.9	1,481,623
Mauritania (P)	4	Jan. 87	3,300,000	647,467	649,926	793,543	2,090,936	63.4	1,209,064
Niger (P) *	4	Jan. 87	4,000,000	845,674	794,314	782,130	2,422,118	60.6	1,577,882
Nigeria *	5	Jan. 87	13,000,000	678,031	2,198,346	1,736,180	4,612,557	35.5	8,387,443
Rwanda (P)	5	Jan. 87	5,000,000	461,482	655,594	819,118	1,936,194	38.8	3,063,806
Senegal (P)	4	Jan. 87	4,000,000	628,102	512,596	602,762	1,743,460	43.6	2,256,540
United Rep. of Tanzania (P) *	5	Jan. 87	7,000,000	1,647,818	946,940	2,360,229	4,954,987	70.8	2,045,013
Subtotal			97,600,000	11,532,090	16,021,752	19,146,329	46,700,171	47.9	50,899,829
Arab States and Europe									
Dem. Yemen (P) *	5	Jan. 87	4,500,000	949,910	976,170	1,059,955	2,986,035	66.4	1,513,965
Morocco	5	Jan. 87	10,500,000	1,527,178	1,985,810	2,192,534	5,705,522	54.4	4,794,478
Somalia (P) *	5	Jan. 87	6,000,000	641,422	813,583	814,211	2,269,216	37.9	3,730,784
Sudan (P) *	5	Jan. 87	8,000,000	1,502,271	1,694,481	2,176,355	5,373,107	67.2	2,626,893
Tunisia	5	Jan. 87	3,500,000	528,824	875,382	759,386	2,163,592	61.9	1,336,408
Yemen Arab Rep. (P)	5	Jan. 87	5,000,000	608,899	693,646	1,148,259	2,450,804	49.1	2,549,196
Subtotal			37,500,000	5,758,504	7,039,072	8,150,699	20,948,275	55.9	16,551,725
Asia and the Pacific									
Malaysia	5	Jan. 87	2,100,000	590,929	225,701	616,247	1,432,877	68.3	667,123
Sri Lanka (P)	5	Jan. 87	5,000,000	663,846	1,214,313	565,347	2,443,506	48.9	2,556,494
Thailand	5	Jan. 87	5,500,000	1,027,845	1,394,457	878,142	3,300,444	60.1	2,199,556
Subtotal			12,600,000	2,282,620	2,834,471	2,059,737	7,176,828	57.0	5,423,172
Latin America and the Caribbean									
Honduras (P)	5	Jan. 87	3,300,000	418,283	718,819	790,708	1,927,810	58.5	1,372,190
Subtotal			3,300,000	418,283	718,819	790,708	1,927,810	58.5	1,372,190
Total			151,000,000	19,991,497	26,614,114	30,147,472	76,753,083	50.9	74,246,917

Notes: (P) Priority country designated in accordance with Governing Council decision 82/20.
* See paragraph 4 on multi-bilateral assistance. Due to the more systematic inclusion of multi-bilateral funds, the specific amount for each country is not reported individually.
x) Estimated 1989 expenditure.

Table A.6. Expenditures in country and intercountry programmes approved by the Governing Council in 1988

Region and country	Intended duration in years	Starting date	Amount approved by Council (1)	Expenditure 1988	Expenditure 1989 x)	Total 1988-89 (2)	Exp/Amt % (2)/(1)	Balance (1) - (2)
Africa (sub-Saharan)								
Benin (P)	5	Jan. 1988	4,000,000	458,420	1,383,457	1,841,877	46.1	2,158,123
Cape Verde (P)	4	Jan. 1988	1,500,000	319,705	470,583	790,288	52.7	709,712
Gabon	3	Jan. 1988	1,200,000	173,007	280,682	453,689	37.9	746,311
Lesotho (P)	4	Jan. 1988	2,400,000	80,609	176,648	257,257	10.8	2,142,743
Swaziland	4	Jan. 1988	1,900,000	239,679	170,460	410,139	21.6	1,489,861
Uganda (P)	5	Jan. 1988	16,000,000	774,100	1,900,003	2,674,103	16.8	13,325,897
Zambia (P) *	4	Jan. 1988	10,000,000	812,903	1,305,678	2,118,581	21.2	7,881,419
Subtotal			37,000,000	2,858,423	5,687,512	8,545,935	23.1	28,454,065
Arab States and Europe								
Turkey *	5	Jan. 1988	5,000,000	154,292	1,027,532	1,181,824	23.7	3,818,176
Subtotal			5,000,000	154,292	1,027,532	1,181,824	23.7	3,818,176
Asia and the Pacific								
Bhutan (P)	4	Jan. 1988	1,500,000	102,382	288,031	390,413	26.1	1,109,587
Nepal (P) *	5	July 1988	9,000,000	529,067	3,165,079	3,694,146	41.1	5,305,854
Viet Nam (P)	4	Jan. 1988	25,000,000	4,080,551	7,120,429	11,200,980	44.9	13,799,020
Subtotal			35,500,000	4,712,000	10,573,540	15,285,540	43.1	20,214,460
Latin America and the Caribbean		Jan. 1988						
Colombia	4	Jan. 1988	4,800,000	393,331	939,139	1,332,470	27.8	3,467,530
Costa Rica	4	Jan. 1988	2,200,000	130,606	202,037	332,643	15.2	1,867,357
Guatemala	4	Jan. 1988	4,000,000	156,414	390,871	547,285	13.7	3,452,715
Paraguay	4	Jan. 1988	3,100,000	394,961	629,80	1,024,763	33.1	2,075,237
Peru	4	Jan. 1988	7,500,000	1,764,850	1,073,352	2,838,202	37.9	4,661,799
Subtotal			21,600,000	2,840,162	3,235,201	6,075,363	28.2	15,524,637
Intercountry								
Regional Africa *	4	Jan. 1988	36,400,000	8,258,854	9,340,308	17,599,162	48.4	18,800,838
Regional Arab States and Europe *	4	Jan. 1988	15,000,000	2,819,294	3,949,565	6,768,859	45.2	8,231,141
Regional Asia *	4	Jan. 1988	27,600,000	5,379,287	6,310,708	11,689,995	42.4	15,910,005
Regional Latin America *	4	Jan. 1988	16,100,000	4,629,660	5,374,789	10,004,449	62.2	6,095,551
Interregional *	4	Jan. 1988	90,100,000	20,283,869	21,628,633	41,912,502	46.6	48,187,498
Subtotal			185,200,000	41,370,964	46,604,003	87,974,967	47.6	97,225,033
Total			284,300,000	51,935,841	67,127,788	119,063,629	41.9	165,236,371

Notes: (P) Priority country designated in accordance with Governing Council decision 82/20.
* Includes funds other than from UNFPA regular budget (see paragraph 4 on multi-bilateral assistance).
x) Estimated 1989 expenditure.

Table A7. Expenditures in country programmes approved by the Governing Council in 1989

Region and Country	Intended duration in years	Starting date	Amounts approved by Council (*)	Expenditure 1989 x)	Exp/Amt %	Balance
			(1)	(2)	(2)/(1)	(1) - (2)
Africa (sub-Saharan)						
Central African Republic (P)	5	Jan. 1989	4,400,000	411,489	9.4	3,988,511
Chad (P)	5	Jan. 1989	4,500,000	289,844	6.4	4,210,156
Comoros (P)	5	Jan. 1989	4,000,000	364,443	9.1	3,635,557
Mauritius	4	Jan. 1989	2,500,000	144,149	5.8	2,355,851
Sao Tome & Principe	4	Jan. 1989	1,600,000	177,408	11.1	1,422,592
Togo (P)	5	Jan. 1989	4,000,000	398,160	10.0	3,601,840
Zimbabwe	5	Jan. 1989	10,000,000	367,318	3.7	9,632,682
Subtotal			31,000,000	2,152,812	6.9	28,847,188
Arab States and Europe						
Algeria	5	Jan. 1989	9,200,000	466,497	5.1	8,733,503
Subtotal			9,200,000	466,497	5.1	8,733,503
Asia and the Pacific						
China (P)	5	Jan. 1990	57,000,000			57,000,000
Philippines (P)	5	Jan. 1989	25,000,000	1,570,798	6.3	23,429,202
Subtotal			82,000,000	1,570,798	1.9	80,429,202
Latin America and the Caribbean						
El Salvador	5	Jan. 1989	8,700,000	240,908	2.8	8,459,092
Nicaragua	4	Jan. 1989	12,200,000	1,110,538	9.1	11,089,462
Panama	4	Jan. 1989	2,000,000	549,830	27.5	1,450,170
Subtotal			22,900,000	1,901,277	8.3	20,998,723
Total			145,100,000	6,091,384	4.2	139,008,616

Notes:
(P) Priority country designated in accordance with Governing Council decision 88/34.
(*) Includes funds other than from UNFPA regular budget (see para. 4 on multi-bilateral assistance).
x) Estimated 1989 expenditure.

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Table B. New submissions, 1990

Region and Country	Intended duration in years	Starting date	Amounts submitted	Other resources	Total
Africa (sub-Saharan)					
Angola	5	Jan. 1991	7,000,000	1,500,000	8,500,000
Cote d'Ivoire (P)	2 a)	Jan. 1990	2,500,000		2,500,000
Equatorial Guinea (P)	3	Jan. 1990	1,600,000	700,000	2,300,000
Ghana (P)	5	Jan. 1991	9,000,000	1,000,000	10,000,000
Seychelles	5	Jan. 1990	900,000		900,000
Subtotal			21,000,000	3,200,000	24,200,000
Arab States and Europe					
Syrian Arab Republic	5	Jan. 1990	10,000,000		10,000,000
Subtotal		Jan. 1990	10,000,000		10,000,000
Asia and the Pacific					
Dem. People's Rep. of Korea	4	Jan. 1990	6,000,000		6,000,000
Indonesia (P)	4	Jan. 1991	22,000,000	3,000,000	25,000,000
Islamic Republic of Iran	2 a)	Jan. 1990	4,000,000		4,000,000
Subtotal			32,000,000	3,000,000	35,000,000
Latin America and the Caribbean					
Cuba	5	Jan. 1990	4,000,000		4,000,000
Ecuador	5	Jan. 1990	7,000,000		7,000,000
Haiti (P)	5	Jan. 1990	7,000,000	3,000,000	10,000,000
Mexico	5	Jan. 1990	18,000,000	2,000,000	20,000,000
Subtotal			36,000,000	5,000,000	41,000,000
Total			99,000,000	11,200,000	110,200,000

Note: (P) Priority country designated in accordance with Governing Council decision 88/34.
a) Intended as an interim programme.

Table C. Balance of UNFPA commitments based upon programmes and projects approved by the Governing Council up to its thirty-seventh session

Region	Balance of approved amounts (1983-89) x) (Tables A.1 - A.7)	Balance as of end of programmes x) (Table D)	Submissions to the Council in 1990 (Table B)	Balance of commitments x)
	(1)	(2)	(3)	(1)-(2)+(3)
Africa (sub-Saharan)	124,836,437	8,673,391	24,200,000	140,363,046
Arab States and Europe	40,625,578	553,312	10,000,000	50,072,266
Asia and the Pacific	160,020,153	(2,574,580)	35,000,000	197,594,733
Latin America and the Caribbean	42,958,166	1,368,330	41,000,000	82,589,836
Country subtotal	368,440,334	8,020,453	110,200,000	470,619,881
Regional/Interregional	97,225,033			97,225,033
Total	465,665,367	8,020,453	110,200,000	567,844,914

Note: x) Expenditures for 1989 used in the computation of this table were estimated.

Table D. Resource delivery rate of country programmes and projects approved in or after 1983 and completed in or before 1989

Country	Intended duration in years	Starting date	Amount approved by Council	Expenditure 1983	Expenditure 1984	Expenditure 1985	Expenditure 1986	Expenditure 1987	Expenditure 1988	Expenditure 1989 x)	Total 1983-1989	Exp/Amt %	Balance
Programmes approved in 1983 a)			(1)								(2)	(2)/(1)	(1)-(2)
Benin (P)	5	July 83	2,400,000	109,967	170,561	274,306	274,392	273,554			1,102,780	46.0	1,297,220
Malawi (P)	4	July 83	1,040,000	68,635	157,392	219,495	223,933				669,455	64.4	370,545
Niger (P)	5	July 83	2,060,000	40,056	165,617	207,827	314,570				728,070	35.4	1,331,930
Thailand	4	Jan. 83	5,903,929	1,400,519	1,509,358	1,766,797	902,110				5,578,784	94.5	325,145
Zaire (P) *	3	Jan. 83	919,500	178,116	438,842	129,899					746,857	81.3	172,643
Zimbabwe (P)	5	July 83	3,450,000	45,778	452,939	622,313	441,931	239,650	148,758		1,951,369	56.6	1,498,631
Subtotal			15,773,429	1,843,071	2,894,709	3,220,637	2,156,936	513,204	148,758		10,777,315	68.4	4,996,114
Programmes approved in 1984 b)													
Central African Rep. (P)	5	July 84	2,200,000		108,078	192,753	185,514	638,530	694,349		1,819,224	82.7	380,776
China (P)	5	Jan. 85	50,000,000			11,573,213	9,142,072	9,555,165	12,011,741	10,822,026	53,104,217	106.3	(3,104,217
Dominican Rep. *	4	July 84	2,060,000		258,891	418,759	348,779	133,283	368,082	219,981	1,747,775	84.9	312,225
Peru	4	July 84	4,236,000		1,287,025	664,105	741,712	1,424,068			4,116,910	97.2	119,090
Togo	5	July 84	1,500,000		126,824	350,044	274,911	357,834	386,275		1,495,888	99.8	4,112
Viet Nam (P)	4	Jan. 84	14,000,000		1,184,034	4,820,834	4,610,852	3,583,805			14,199,525	101.5	(199,525
Zambia (P)	5	July 84	1,829,000		114,828	396,791	457,573	444,255			1,413,447	77.3	415,553
Subtotal			75,825,000		3,079,680	18,416,499	15,761,413	16,136,940	13,460,447	11,042,008	77,896,987	102.8	(2,071,987
Programmes approved in 1985 c)													
Cote d'Ivoire	4	July 85	1,700,000			167,525	333,929	301,870	121,221	370,924	1,295,469	76.3	404,531
Cuba	4	Jan. 86	2,400,000				1,203,458	144,058	592,518	645,203	2,585,237	107.8	(185,237
Nicaragua *	4	Jan. 85	6,000,000			1,428,505	1,256,662	801,958	1,390,623		4,877,748	81.3	1,122,252
Uganda (P)	4	July 85	3,455,000			89,270	207,369	360,911			657,550	19.1	2,797,450
Subtotal			13,555,000			1,685,300	3,001,418	1,608,797	2,104,362	1,016,127	9,416,004	69.5	4,138,996
Programmes approved in 1986 d)													
Dem. People's Rep. of Korea	4	Jan. 86	2,200,000				210,272	717,322	382,641	485,748	1,795,983	81.7	404,017
Syrian Arab Republic	4	Jan. 86	4,000,000				369,042	679,406	1,245,057	1,153,183	3,446,688	86.2	553,312
Subtotal			6,200,000				579,314	1,396,728	1,627,698	1,638,931	5,242,671	84.6	957,329
Total			111,353,429	1,843,071	5,974,389	23,322,436	21,499,081	19,655,669	17,341,265	13,697,066	103,332,977	92.8	8,020,452

Notes:

(P) Priority country designated in accordance with Governing Council decision 82/20.
* Represents project approval.
a) Out of 6 programmes approved in 1983, 6 were completed.
b) Out of 7 programmes approved in 1984, 7 were completed.
c) Out of 10 programmes approved in 1985, 3 were completed.
d) Out of 7 programmes approved in 1986, 2 were completed.
x) Estimated 1989 expenditure.

Table E. Expenditures in programmes and projects ongoing after 1989, by region

Region and country	Amount approved by Council	Starting date	Intended duration	Expenditure 1985	Expenditure 1986	Expenditure 1987	Expenditure 1988	Expenditure 1989 x)	Expenditure up to 1989	Exp/Amt %	Balance
	(1)								(2)	(2)/(1)	(1)-(2)
Africa (sub-Saharan)											
Ghana (P)	3,002,200	Jan. 85	4	312,959	124,236	233,845	437,695	990,599	2,099,334	70.0	902,866
Sierra Leone (P)	2,804,715	July 85	4	264,495	512,073	575,508	603,276	344,600	2,299,952	82.1	504,763
Mozambique (P)	6,000,000	Jan. 86	5		1,074,491	1,364,278	877,578	1,176,741	4,493,088	74.9	1,506,912
Zaire (P)	7,500,000	Jan. 86	5		394,349	518,389	718,433	821,405	2,452,576	32.8	5,047,424
Angola (P)	4,000,000	Jan. 87	4			678,591	636,357	414,502	1,729,450	43.3	2,270,550
Botswana	1,900,000	Jan. 87	5			151,391	211,679	240,196	603,266	31.8	1,296,734
Burkina Faso (P)	5,000,000	Jan. 87	4			743,152	865,899	876,846	2,485,897	49.8	2,514,103
Burundi (P)	5,000,000	Jan. 87	5			566,236	708,646	704,233	1,979,115	39.6	3,020,885
Cameroon	2,400,000	Jan. 87	4			418,554	828,892	847,939	2,095,385	87.4	304,615
Congo	1,900,000	Jan. 87	4			340,018	312,321	262,845	915,184	48.2	984,816
Ethiopia (P)	10,000,000	Jan. 87	5			578,861	1,490,211	1,678,599	3,747,671	37.5	6,252,329
Gambia (P)	2,000,000	Jan. 87	5			116,114	133,800	335,329	585,243	29.3	1,414,757
Guinea (P)	3,400,000	Jan. 87	4			510,329	932,072	205,082	1,647,483	48.5	1,752,517
Guinea-Bissau	2,100,000	Jan. 87	4			163,943	112,859	299,621	576,423	27.5	1,523,577
Kenya (P)	10,000,000	Jan. 87	5			607,190	1,743,935	2,992,977	5,344,102	53.5	4,655,898
Liberia (P)	3,000,000	Jan. 87	5			113,870	621,211	735,459	1,470,540	49.1	1,529,460
Madagascar (P)	4,000,000	Jan. 87	4			422,045	569,481	646,745	1,638,271	41.0	2,361,729
Malawi (P)	3,000,000	Jan. 87	4			474,842	637,590	891,080	2,003,512	66.8	996,488
Mali (P)	3,600,000	Jan. 87	4			738,380	459,083	920,914	2,118,377	58.9	1,481,623
Mauritania (P)	3,300,000	Jan. 87	4			647,467	649,926	793,543	2,090,936	63.4	1,209,064
Niger (P)	4,000,000	Jan. 87	4			845,674	794,314	782,130	2,422,118	60.6	1,577,882
Nigeria	13,000,000	Jan. 87	5			678,031	2,198,346	1,736,180	4,612,557	35.5	8,387,443
Rwanda (P)	5,000,000	Jan. 87	5			461,482	655,594	819,118	1,936,194	38.8	3,063,806
Senegal (P)	4,000,000	Jan. 87	4			628,102	512,596	602,762	1,743,460	43.6	2,256,540
United Rep. of Tanzania (P)	7,000,000	Jan. 87	5			1,647,818	946,940	2,360,229	4,954,987	70.8	2,045,013
Benin (P)	4,000,000	Jan. 88	5				458,420	1,383,457	1,841,877	46.1	2,158,123
Cape Verde (P)	1,500,000	Jan. 88	4				319,705	470,583	790,288	52.7	709,712
Gabon	1,200,000	Jan. 88	3				173,007	280,682	453,689	37.9	746,311
Lesotho (P)	2,400,000	Jan. 88	4				80,609	176,648	257,257	10.8	2,142,743
Swaziland	1,900,000	Jan. 88	4				239,679	170,460	410,139	21.6	1,489,861
Uganda (P)	16,000,000	Jan. 88	5				774,100	1,900,003	2,674,103	16.8	13,325,897
Zambia (P)	10,000,000	Jan. 88	4				812,903	1,305,678	2,118,581	21.2	7,881,419
Central African Republic (P)	4,400,000	Jan. 89	5					411,489	411,489	9.4	3,988,511
Chad (P)	4,500,000	Jan. 89	5					289,844	289,844	6.5	4,210,156
Comoros (P)	4,000,000	Jan. 89	5					364,443	364,443	9.2	3,635,557
Mauritius	2,500,000	Jan. 89	4					144,149	144,149	5.8	2,355,851
Sao Tome & Principe	1,600,000	Jan. 89	4					177,408	177,408	11.1	1,422,592
Togo (P)	4,000,000	Jan. 89	5					398,160	398,160	10.0	3,601,840
Zimbabwe	10,000,000	Jan. 89	5					367,318	367,318	3.7	9,632,682
Subtotal	184,906,915			577,454	2,105,149	14,224,110	21,517,157	30,319,998	68,743,868	37.2	116,163,047
Arab States and Europe											
Egypt (P)	13,300,000	Jan. 86	5		505,800	1,180,412	1,531,719	1,320,872	4,538,803	34.2	8,761,197
Jordan	4,000,000	Jan. 86	4		303,376	316,906	431,469	740,584	1,792,335	44.9	2,207,665
Dem. Yemen (P)	4,500,000	Jan. 87	5			949,910	976,170	1,059,955	2,986,035	66.4	1,513,965
Morocco	10,500,000	Jan. 87	5			1,527,178	1,985,810	2,192,534	5,705,522	54.4	4,794,478
Somalia (P)	6,000,000	Jan. 87	5			641,422	813,583	814,211	2,269,216	37.9	3,730,784
Sudan (P)	8,000,000	Jan. 87	5			1,502,271	1,694,481	2,176,355	5,373,107	67.2	2,626,893
Tunisia	3,500,000	Jan. 87	5			528,824	875,382	759,386	2,163,592	61.9	1,336,408
Yemen Arab Rep. (P)	5,000,000	Jan. 87	5			608,899	693,646	1,148,259	2,450,804	49.1	2,549,196

Table E. Expenditures in programmes and projects ongoing after 1989, by region (continued)

Region and country	Amount approved by Council	Starting date	Intended duration	Expenditure 1985	Expenditure 1986	Expenditure 1987	Expenditure 1988	Expenditure 1989 x)	Expenditure up to 1989	Exp/Amt %	Balance
	(1)								(2)	(2)/(1)	(1)-(2)
Turkey	5,000,000	Jan. 88	5				154,292	1,027,532	1,181,824	23.7	3,818,176
Algeria	9,200,000	Jan. 89	5					466,497	466,497	5.1	8,733,503
Subtotal	69,000,000				809,176	7,255,822	9,156,552	11,706,184	28,927,734	42.0	40,072,266
Asia and the Pacific											
Bangladesh (P)	20,000,000	Jan. 86	5		2,279,313	1,616,449	2,916,714	2,604,993	9,417,469	47.1	10,582,531
India (P)	63,800,000	Jan. 86	5		8,744,945	6,558,268	9,763,899	8,443,590	33,510,702	52.6	30,289,298
Indonesia (P)	18,000,000	Jan. 86	5		2,227,739	3,251,557	4,101,054	4,358,764	13,939,114	77.5	4,060,886
Pakistan (P)	20,000,000	Jan. 87	5			2,468,321	2,114,008	3,822,487	8,404,816	42.1	11,595,184
Malaysia	2,100,000	Jan. 87	5			590,929	225,701	616,247	1,432,877	68.3	667,123
Sri Lanka (P)	5,000,000	Jan. 87	5			663,846	1,214,313	565,347	2,443,506	48.9	2,556,494
Thailand	5,500,000	Jan. 87	5			1,027,845	1,394,457	878,142	3,300,444	60.1	2,199,556
Bhutan (P)	1,500,000	Jan. 88	4				102,382	288,031	390,413	26.1	1,109,587
Nepal (P)	9,000,000	July 88	5				529,067	3,165,079	3,694,146	41.1	5,305,854
Viet Nam (P)	25,000,000	Jan. 88	4				4,080,551	7,120,429	11,200,980	44.9	13,799,020
China (P)	57,000,000	Jan. 90	5								57,000,000
Philippines (P)	25,000,000	Jan. 89	5					1,570,798	1,570,798	6.3	23,429,202
Subtotal	251,900,000				13,251,997	16,177,215	26,442,146	33,433,908	89,305,266	35.5	162,594,734
Latin America and Caribbean											
Brazil *	15,000,000	Jan. 85	5	1,999,658	1,417,912	2,272,700	3,021,657	2,593,787	11,305,714	75.4	3,694,286
Honduras (P)	3,300,000	Jan. 87	5			418,283	718,819	790,708	1,927,810	58.5	1,372,190
Colombia	4,800,000	Jan. 88	4				393,331	939,139	1,332,470	27.8	3,467,530
Costa Rica	2,200,000	Jan. 88	4				130,606	202,037	332,643	15.2	1,867,357
Guatemala	4,000,000	Jan. 88	4				156,414	390,871	547,285	13.7	3,452,715
Paraguay	3,100,000	Jan. 88	4				394,961	629,802	1,024,763	33.1	2,075,237
Peru	7,500,000	Jan. 88	4				1,764,850	1,073,352	2,838,202	37.9	4,661,799
El Salvador	8,700,000	Jan. 89	5					240,908	240,908	2.8	8,459,092
Nicaragua	12,200,000	Jan. 89	4					1,110,538	1,110,538	9.2	11,089,462
Panama	2,000,000	Jan. 89	4					549,830	549,830	27.5	1,450,170
Subtotal	62,800,000			1,999,658	1,417,912	2,690,983	6,580,638	8,520,973	21,210,164	33.8	41,589,836
Intercountry											
Regional Africa	36,400,000	Jan. 88	4				8,258,854	9,340,308	17,599,162	48.4	18,800,838
Regional Arab States and Europe	15,000,000	Jan. 88	4				2,819,294	3,949,565	6,768,859	45.2	8,231,141
Regional Asia	27,600,000	Jan. 88	4				5,379,287	6,310,708	11,689,995	42.4	15,910,005
Regional Latin America	16,100,000	Jan. 88	4				4,629,660	5,374,789	10,004,449	62.2	6,095,551
Interregional	90,100,000	Jan. 88	4				20,283,869	21,628,633	41,912,502	46.6	48,187,498
Subtotal	185,200,000						41,370,964	46,604,003	87,974,967	47.6	97,225,033
TOTAL	753,806,915			2,577,112	17,584,234	40,348,130	105,067,457	130,585,066	296,161,999	39.3	457,644,916

Notes:
(P) Priority country designated in accordance with Governing Council decision 82/20.
* Represents project approval.
x) Estimated 1989 expenditure.

Adviser in Management Systems Analysis	Uganda	UGA-740-6-X01-03-X	12 M
Consultant in Geophysics	Tanzania	URT-130-1-035-62-X	
Expert in Management Systems Training/Chief Technical Adviser	Tanzania	URT-740-6-006-01-M	12 M
Consultant in Census Cartography	Yemen Arab Republic	YEM-241-1-P01-05-X	3 M
National Accounts Adviser	Zaire	ZAI-210-3-019-01-X	12 M
Planning Consultant	Zambia	ZAM-140-7-008-01-X	17 Dys
Systems Software Consultant	Zimbabwe	ZIM-270-2-007-02-X	6 Wks

UNITED NATIONS

DP

Governing Council of the United Nations Development Programme

Distr.
GENERAL

DP/1990/49
20 March 1990

ORIGINAL: ENGLISH

Thirty-seventh session
28 May - 22 June 1990, Geneva
Item 6 of the provisional agenda
UNFPA

S U P P O R T

UNITED NATIONS POPULATION FUND

PERIODIC REPORT ON EVALUATION

Report of the Executive Director

S U M M A R Y

This document has been prepared in response to Governing Council decision 82/20 I, paragraph 8, and decision 88/34 I, paragraph 7, which requested the Executive Director to supply further evaluation reports periodically. Part I discusses the evaluation activities of UNFPA in 1988-1989, including internal and independent, in-depth evaluations; revision of guidelines; and feedback and use of evaluation results. Part II summarizes the results of the independent, in-depth evaluations undertaken in 1988-1989

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INTRODUCTION

1. This report on evaluation activities in 1988 and 1989 has been prepared in response to Governing Council decision 82/20 I, paragraph 8, and decision 88/34 I, paragraph 7, which requested the Executive Director to supply further evaluation reports periodically. In view of the information provided in UNFPA's previous report to the Council (document DP/1988/36), which covered the period 1986-1987, the Governing Council welcomed the Fund's increased emphasis on monitoring and evaluation as in integral part of its priority programming process, in particular the shift in focus of independent, in-depth evaluations from individual projects to country and intercountry programmes and to technical areas and issues in a global comparative perspective, the establishment of an evaluation database for lessons learned, the fullest possible use of evaluation results during the programming cycle, and the emphasis on training in evaluation (decision 88/34 I, para. 7).

2. During the period 1988-1989, the Fund implemented the evaluation programme foreseen in document DP/1988/36. Thus, UNFPA continued to emphasize and expand internal evaluation activities; to focus its independent, in-depth evaluations on country and intercountry programmes and on technical areas and issues in comparative perspective; to refine the Fund's guidelines for monitoring and evaluation; and to strengthen the system for feedback and use of evaluation results. These activities are discussed in part I of this report. Part II, as usual, provides summaries of the results of the independent, in-depth evaluations organized by UNFPA.

I. EVALUATION ACTIVITIES

A. Internal evaluations

3. The evaluation activities of UNFPA were intensified during the 1988-1989 period in line with the increased awareness of their usefulness as a management tool. Most individual projects now include, and are starting to implement, plans for both monitoring and evaluation. These internal evaluation activities are of a great variety, ranging from self-evaluations conducted by the project management to large-scale evaluations carried out by a team of independent consultants. Depending on the circumstances of each case, internal evaluations of individual projects are organized by the project management locally, by the UNFPA office in the country, by the executing agency, or by the respective Geographical Division at UNFPA headquarters. Evaluations organized by the Geographical Divisions at UNFPA headquarters are usually the most elaborate and often follow the same methodology used in the independent in-depth evaluations organized by the Fund's Technical and Evaluation Division (TED). TED, and in particular, the Evaluation Branch within TED, often provide technical advice to the Geographical Divisions or to the field offices regarding terms of reference, preparation of background papers and identification of consultants.

4. There are at present no exact statistics on the different kinds of internal evaluations that have been completed or planned. However, it appears that approximately half of the Fund's large-scale projects now include plans for evaluations that go beyond the minimum requirement of the self-evaluation form, and that roughly one third of these have undergone such evaluations. Some, but not all, of the internal evaluations have cost implications. In an effort to get a sense of what these costs were, in 1987, UNFPA introduced a new budget line to record such evaluation activities. So far, evaluation activities have seldom been charged to this line, since the projects evaluated in 1988-1989 were approved before 1987. Nevertheless, in 1988 about 20 projects used this budget line. The number quadrupled in 1989. At present, the Fund is developing a new system, linked to the project management plan (see para. 14 below), for tracking planned and actual evaluations.

5. The quality of the reports of the built-in evaluations has varied considerably. Indeed, less than half of the reports screened for inclusion in the Fund's Lessons Learned Database have met the established quality criteria.

6. Nevertheless, the experience to date of project evaluation is encouraging. Recent project proposals show that evaluation results are being used more and more in the design of new projects, in particular when the project is a follow-up to a previous one in the same country. New country programmes also make use of project evaluation findings, as can be seen in the 13 country programmes being presented to the Council this year. Furthermore, it should be kept in mind that the widespread use of evaluation as a management tool is a fairly new concept and that many of those undertaking the evaluations have had little or no training in evaluation methodology. However, further refinement of the guidelines (see below) and expansion of training activities should considerably improve the performance in internal evaluation.

B. Independent, in-depth evaluations

7. In accordance with the plans indicated in document DP/1988/36, and endorsed by the Council in decision 88/34, the focus of the independent in-depth evaluations organized by UNFPA has shifted from individual projects to country and intercountry programmes and to technical areas and issues in a global comparative perspective. The work plan established for such evaluations is based on the need to make use of programme evaluation results and cumulative lessons learned in revising ongoing programmes or in planning new ones.

8. Programme evaluations conducted during the past two years covered both country and intercountry programmes. However, in view of the Fund's introduction in 1989 of the Programme Review and Strategy Development (PRSD) exercise, combining evaluation, needs assessment and strategy development, no separate country programme evaluations have been undertaken since then. Instead, staff trained in evaluation have participated in the PRSD missions. The country programme evaluations in Nigeria and Zaire, initiated in 1988, were undertaken

during the transition period. Still, each included sectoral reviews in addition to the regular evaluation and were undertaken in close collaboration with other United Nations or bilateral agencies active in the respective country.

9. Most independent programme evaluations, therefore, now involve only intercountry programmes. As part of a series of evaluations of interregional programmes, most of the major specialized agencies executing UNFPA activities have already been the subject of such a review, including the Food and Agriculture Organization of the United Nations (FAO) and the International Labour Organisation (ILO), which were evaluated in 1988-1989. Similar evaluations of several regional programmes have also been undertaken.

10. The comparative or thematic evaluations vary in scope and intensity. They range from complicated, time-consuming studies of a whole sector in several regions, such as the one regarding population and development planning, which, including preparations and follow-up, lasted more than two years, to analysis of the comparative results of innovative projects, for example the one on newly-wed couples, which was completed in two months (see part II). Experience so far has shown that the methodology for such studies has to be very flexible and tailor-made for each case.

11. The comparative evaluations provide information useful both for programme and project formulation and for policy development. They are particularly important given the Fund's new programme directions emphasizing improved substantive analysis and strategic programming. In line with this emphasis, which was noted with satisfaction by the Council in decisions 88/34 and 89/46, the Fund's technical and evaluation staff participate in the organization of such evaluations. UNFPA's two-year-long review and assessment of accumulated population experience (see document DP/1989/37) has provided many interesting suggestions for future thematic studies.

12. The results of the independent, in-depth evaluations undertaken in 1988-1989 are presented in part II below.

C. Monitoring and evaluation guidelines

13. The guidelines for the Fund's system of monitoring and evaluation, described in document DP/1988/36, have been subject to testing for about two years. During this period, UNFPA has solicited comments on their use from its field offices and from executing agencies regarding their experiences in applying the guidelines. Based on these comments and taking into account changes that had been made in the monitoring and evaluation guidelines of the United Nations Development Programme (UNDP), UNFPA prepared a revised version of the guidelines for discussion at the global meeting of UNFPA headquarters and field staff held in Noordwijk, the Netherlands, in November 1989. The feedback received at that

meeting provided the last input required for the finalization of the guidelines. They are now being translated from English into French and Spanish and will be distributed in all three languages for use by all concerned.

14. The revisions included an increased emphasis on monitoring and evaluation of programmes (including that provided by the PRSD exercise), greater acknowledgement of overlap between monitoring and evaluation, increased use of the country programme review and tripartite project review meetings for substantive discussion and revision of programme or project plans, further specification of requirements for intercountry and multi-bilateral projects, and increased focus on the need to integrate women's concerns into all activities supported by UNFPA. In addition, the project progress report is now required only once a year (instead of twice a year), and a new project management plan has been introduced to facilitate the continuous overview of project implementation at the field level. Finally, the terminology used for evaluations has been changed. In the past, only those evaluations organized by TED were called independent and in-depth. However, since many of the so-called internal evaluations, as seen above, are also of an in-depth nature and usually undertaken by independent consultants, the new guidelines now refer to project, programme and thematic evaluations. In other words, the terms indicate the focus of the evaluation regardless of who is responsible for the organization of it.

15. However, the main problem in the past has been not so much the design or content of the guidelines, but rather the difficulties encountered in ensuring their proper use. This may partly be due to the need for further simplification and flexibility, which has been dealt with to a certain extent in the revised guidelines. But much more needs to be done through training on the rationale and methodology of monitoring and evaluation for UNFPA and executing agency staff as well as for government project personnel. Furthermore, more emphasis has to be given to follow-up in the use of the system of evaluation. An important step towards this end is the recent introduction of discussion of reports on implementation in both the Fund's Programme Committee and Project Review Committee.

D. Feedback and use of evaluation results

16. The database on evaluation lessons became operational in mid-1988. Since then, it has been considerably expanded. It now includes lessons learned from all the independent, in-depth evaluations as well as from a number of internal evaluation reports. UNFPA has found it difficult to get access to the results of internal evaluations, since the reports are prepared in the field and are not always transmitted to headquarters. However, the number received is steadily increasing. As mentioned above, these reports are screened to ensure that they meet the minimum criteria for evaluation reports before they are added to the database. In addition to increasing the number of reports entered in the database, the Fund has updated the classification system used in the database in light of the experience acquired.

17. Although the database has now been linked with the local area computer network at headquarters (see document DP/1990/51), it is unfortunately not yet directly available to many of the staff members who are on the network. Further expansion of the computer hardware, which is under way, is expected to remedy this problem. The field staff will also have direct access to the database once field office computers have been linked to the headquarters system. In the meantime, the Fund is disseminating database information in various ways, including providing demonstrations for visiting field or agency staff, distributing newsletters synthesizing evaluation results concerning specific issues of general interest (e.g., project institutionalization or women's concerns), and sending print-outs with all potential lessons on a country to a UNFPA Country Director before the preparation of background papers for a PRSD exercise. Although the response to these initiatives has been generally positive, it is difficult to measure the actual use of the results thus disseminated. UNFPA is, of course, also providing information at the request of users, who include not only UNFPA staff but also the staff of a variety of other international organizations and universities.

18. The database and thematic and intercountry evaluation reports were particularly useful in the preparations for the review and assessment, as well as for the ongoing United Nations capacity study, organized to assess the technical and administrative capacity of the executing agencies. The country reports have been used to great advantage in the revision of existing programmes and the preparation of new programmes. Furthermore, the reports on the independent, in-depth evaluations continue to be discussed in the Fund's Programme Committee, and until very recently this was the only kind of implementation report reviewed at this level of decision-making. As mentioned above, other types of reports, for example from tripartite and country review meetings, are now also being screened as part of the Fund's increased emphasis on the importance of quality implementation.

E. Future plans

19. The trends in evaluation activities established during the present reporting period will continue in the near future. Monitoring and evaluation as a regular and integral part of project activities will remain a major feature of UNFPA's programming process. The Fund will continue to organize independent, in-depth evaluations, but mainly of intercountry programmes and thematic issues. Such evaluations organized by headquarters will be somewhat fewer than in the past, however, in view of the expanding use of PRSD exercises. The evaluations of agencies executing UNFPA intercountry activities for the next reporting period will focus on the United Nations Department of Technical Co-operation for Development (DTCD) and the United Nations Educational, Scientific and Cultural Organization (UNESCO). In addition, UNFPA will review a number of regional agency or non-governmental organization (NGO) programmes. The thematic evaluations will include, inter alia, a large-scale evaluation of population education.

20. The Fund will also continue its efforts to increase the use of evaluation results in policy-making and in the design of new programmes and projects. In this regard, UNFPA is learning not only from its own experience, but also from the experiences of other organizations in synthesizing and disseminating evaluation lessons. Ensuring the use of evaluation results, in particular of general lessons, is difficult. However, in view of the Fund's increasing emphasis on the importance of such lessons in improving programme quality -- as demonstrated by, among other things, the recent introduction of implementation reviews in UNFPA policy-making committees -- prospects for the future are better than at any time before.

II. RESULTS OF INDEPENDENT, IN-DEPTH EVALUATIONS

A. Programme evaluation results

Zimbabwe country programme (Mission August 1988).

21. The mission found that although the country programme did not delineate any specific objectives, the individual projects had objectives consistent with the overall goal of making the country self-reliant in the formulation and implementation of population policies and programmes. The programme, as designed, was more an accumulation of individual projects rather than a coherent programme and did not provide any mechanism for co-ordinating the projects.

22. The mission concluded that the programme implementation, nevertheless, was relatively successful. The achievements included the enhanced awareness of population issues among policy-makers, the strengthening of the Maternal Child Health Department of the Ministry of Health, the establishment of a family planning programme at Harare Central Hospital, an increase in the supply of contraceptives and the consolidation of the undergraduate programme in demography at the University of Harare. However, the programme made only an indirect and rather marginal contribution to the ongoing efforts at formulating a national population policy.

23. A number of factors contributed to the achievements of the programme. These included the strong political and financial support of the Government to population programmes, the country's well-developed socio-economic infrastructure, the commitment and qualifications of the programme personnel, and the presence of numerous other donor agencies in the field of population. Constraining factors included the general shortage of project staff, the high turn-over of trained staff, the underutilization of fellowships, and the lack of involvement of nationals in the design of the country programme. The mission's recommendations for further improvements were taken into account in the preparation of the new country programme, which was approved by the Council in 1989.

Nicaragua country programme (Mission August-September 1988).

24. The mission, examining the UNFPA-assisted projects in Nicaragua in terms of the implicit programme objective of institution-building, noted that population units had been established in the Planning Secretariat, Statistics Institute and the Ministry of Education, that a National Sex Education Commission had been created and that the MCH Department in the Ministry of Health had been strengthened. Despite this progress, however, the mission found that Nicaragua was still far from self-sufficient in the population area, in part due to constant staff rotation and turn-over.

25. The mission, while noting that the organization recently of a National Seminar on Population and Development had been a successful step in forging national agreement on population policy, observed that the Population Unit had neither the data nor the staff necessary to research options for a national population policy. Moreover, the results of the demographic survey conducted in 1985-1986 were not yet available. To address this problem, the mission suggested improvements in the organization of the Statistics Institute. It also emphasized the importance of conducting a census in early 1990.

26. While progress had been made in the provision of primary health services, including MCH, throughout the country, the Ministry of Health had not yet demonstrated the administrative capacity to take full advantage of the training, equipment and supplies, and technical assistance offered through UNFPA project activities funded with the assistance of Finland and Norway through multi-bilateral arrangements. The mission recommended that renewed efforts be made to improve family planning service delivery.

27. The mission found that the Ministry of Education had effectively integrated population education into primary and secondary school curricula and had initiated "parents' schools" where gender and population issues were presented. The mission also noted that additional efforts had been undertaken to train teachers at all levels and to assure distribution and use of materials. The sex education project had, through seminars and television programmes, contributed significantly to the growing demand for sex education.

28. The mission noted the efforts to actively involve rural and urban women in planning and programming. The recommendations of the mission were used in the preparation of the new country programme for Nicaragua, which the Council approved in 1989.

Indonesia country programme (Mission November 1988)

29. The mission concluded that the third country programme in Indonesia responded well to the needs identified in the 1984 needs assessment report and was consistent with the priorities expressed by the Government. Although some of the projects in the country programme appeared unrelated to each other, they

did form part of a mosaic of strategic activities aimed at meeting the goals of the national population programme, and complemented well the activities supported by other donor agencies and the Government. Overall, the mission noted the dynamism and continuing innovativeness of the national programme.

30. The mission found that projects in the population dynamics and policy formulation sectors had all contributed significantly to the sectoral objectives. The capacity for research had increased markedly, in particular at the central level, and an impressive amount of training had taken place. However, the project aimed at strengthening the newly-formed Ministry of Population and Environment had suffered somewhat from differing interpretations of its mandate.

31. In the MCH/FP sector, emphasis was given to capacity-building in programme management. The mission noted that, while the two projects in this sector were on their way to achieving their objectives, adequate links between them, in particular in terms of utilizing results of operations research, had not yet been established. The mission also noted that new management skills will be needed for the Government's plans involving the private sector in achieving self-reliance in family planning. Two MCH/FP service delivery projects addressed groups with low contraceptive prevalence, in specific, those living in the Outer Islands and industrial workers. Both projects were on track, even though the second suffered from initial delays. The mission reported that the demand for the NORPLANT sub-dermal contraceptive implant had increased despite only modest promotion, but that more training in insertion and removal was needed.

32. While noting the success of the array of information, education, and communication (IEC) activities, the mission emphasized the importance of improving the technical quality of front-line workers, achieving better understanding of target audiences, increasing efforts to decentralize IEC plans and strategies, and improving the quantity and quality of audio-visual materials. The mission was generally very favourably impressed with the women, population and development project, which encouraged income-generating activities, and suggested further refinement in training, research, IEC, monitoring and evaluation activities. The main concerns of the evaluation mission have been addressed in the new country programme being presented to the Governing Council at this session.

Nigeria country programme (Mission July-August 1989)

33. This mid-term evaluation reviewed three dimensions of the current (1987-1991) country programme: (a) the overall programme; (b) the individual sectors of population and development/population research; MCH/FP; population IEC; and women, population and development; and (c) six selected projects in the areas of population and development, MCH/FP and population IEC. As usual, the role of women was assessed in all projects.

34. At the time of the evaluation, the Government had just begun to put into operation the National Population Policy. The mission observed that the relationship between the federal programme and the state and local government work programmes or population projects had not yet been clearly delineated. The mission also found that the Department of Population Activities in the Ministry of Health, charged with integrating population factors into policies and programmes, needed strengthening. Its task was particularly difficult given the lack of data. In this regard, the mission noted that the most recent Government-accepted census had been conducted in 1963.

35. The mission concluded that UNFPA support had contributed to the development and launching of the national population policy and to progress in the sectors of basic data collection, MCH/FP, and population education in secondary schools. However, a great deal more could have been done within the framework of the approved country programme in implementing IEC strategies targeted at women of reproductive ages, out-of-school youth and males; in extending MCH/FP services to underserved populations in rural areas; and in addressing specific issues in the area of women, population and development. The mission noted the good communication among donors regarding ongoing projects, but observed that the size of the country and the federal system (wherein states have primary responsibility for programme implementation) meant that co-ordination among donors in Lagos did not always prevent overlapping or duplication of activities at state or local levels.

36. The mission identified the following priorities for Government/UNFPA programming: (a) extending MCH/FP services, IEC activities, and women, population and development activities to rural communities; (b) more directly assisting states and local governments to improve their MCH/FP services and to initiate and/or expand out-of-school IEC and women's activities; and (c) furthering donor co-ordination and expanding co-operation with NGOs working with the Government at local, state or national levels.

Zaire country programme (Mission August 1989)

37. This mid-term evaluation was conducted in conjunction with evaluations of UNDP and UNICEF programmes in Zaire and led to the identification of areas for joint efforts (e.g., assistance to the local health zones; improvement of primary health care services to reduce maternal and child morbidity and mortality; promotion of integrated women's centres; strengthening of IEC activities in support of assistance programmes and the fight against AIDS).

38. The UNFPA evaluation showed that the programme design lacked integrated interventions and that achievements in sectoral areas and for the programme as a whole had been very limited, particularly in the MCH/FP and IEC components. This was due to internal factors (for example, insufficient national commitment, inconsistent technical backstopping and insufficient monitoring, delays in the receipt of project funds) as well as to external conditions such as the badly-deteriorated infrastructure and severe difficulties with communications.

39. An important result was the programme's contribution to the formulation of a national population policy and plan of action and the strengthening or establishment of institutional structures for implementing population activities at the central, regional and sectoral levels.

40. One serious delay occurred in the area of data collection and analysis. The final results of the 1984 census were not published, thus delaying preparation of development plans. The project in the Department of Demography of the University of Kinshasa was successful in helping to develop a core of faculty and researchers qualified in demography and to train students in demography, but its contribution to research was less positive.

41. MCH/FP services sponsored by UNFPA and the International Planned Parenthood Federation (IPPF) were limited to three isolated health zones. These pioneering efforts were slowed down by severe logistical constraints, and the impact on contraceptive prevalence was insignificant. National provision of contraceptives through the IPPF affiliate was hampered by distribution difficulties.

42. For a long time, population education activities had lacked the needed political and administrative backing of the Ministry of Education and were at a standstill. The mission found that activities in this area had recently resumed with the establishment and training of the project team.

FAO intercountry programme (Mission February-March 1988)

43. The evaluation team examined regional and interregional activities in the areas of population advisory services, population IEC, and population and development during the 1984-1987 period. The office of the Population Programme Co-ordinator is linked to all UNFPA-funded FAO population activities technically and/or administratively. The 1985 position paper developed by this office was a successful first step in involving FAO technical units in efforts to incorporate population into their work programmes. The main strengths of the regional advisory services included the excellent technical abilities, wide experience and personal dedication of regional adviser incumbents, as well as the team's active collaboration with national officials. Most UNFPA Country Directors indicated that they not only knew of the activities of the regional population advisers, but also enjoyed close working relationships with them.

44. The well-conceived strategy adopted by the FAO population programme consisted of: (a) the expansion of country assistance for integrating population factors into development planning; (b) the use of specific intervention instruments such as training of planners, demographers, policy-makers, and administrators; (c) the provision of technical assistance and substantive backstopping in such areas as population IEC and women, population and development, and (d) the undertaking of research to define the interrelationships between population and agricultural/rural parameters. The mission concluded that the strategy had been most successful in the realm of training, technical

assistance and materials development, particularly in population IEC. A good example of this assistance was the strengthening of demography in the teaching and research programmes of agricultural universities and the manual developed for this activity. Unfortunately, some good publications had not received the continuing and wide distribution they merited. In the view of the mission, the research element in the strategy, while yielding insights and understanding of how population and development are linked to each other, had not really succeeded in developing a comprehensive conceptual framework that could be translated into concrete development policies and strategies. Design of national policies and programmes, because it is so dependent on country-specific circumstances, also had not been a strong feature of the FAO strategy.

ILO intercountry programme (Mission March-April 1989)

45. The evaluation of ILO's interregional population programme focused on eight projects representing the main areas of concentration of the ILO population programme: population, human resources and development planning; population education/family welfare; and policy-oriented and methodological research.

46. The mission found that, overall, this programme had made valuable achievements in each of its areas of concentration. It had contributed to a better understanding of the interrelationship between population and development among planners and policy-makers in developing countries and had also provided them with supporting materials, techniques and advisory services for population and development planning. It had made progress in integrating family welfare and family planning concepts into workers' education and in developing new target audiences. The programme had also produced a reputable body of research and made important methodological contributions in data collection. Moreover, women's concerns had been given a central focus both in programming and in research, and this constituted a major strength of the programme.

47. The main issues raised by the evaluation included the dwindling ratio of staff to country projects both at headquarters and at the regional level, the over-burdening of staff with administrative responsibilities at the expense of their attention to technical and substantive issues, insufficient awareness at the country level concerning activities of the interregional programme, poorly designed projects, a less than optimal exchange of materials and project experience among advisers and country project staff, insufficient skills of regional advisers, and inadequate promotion of research findings into policy. The mission called, inter alia, for strengthening the role of the technical co-operation staff in substantive backstopping; improving communication between the interregional team and UNFPA headquarters and field offices; improving project formulation; strengthening the capacity of regional advisers, especially in the Africa region; increasing population integration in other ILO units; and promoting research findings into the policy agenda.

WHO/Eastern Mediterranean Regional Office programme (EMRO)
(Mission May-June 1989)

48. This evaluation focused on the collaboration between UNFPA and WHO/EMRO with regard to the execution of regional projects (in particular the activities of the UNFPA-supported Regional Advisory Team at EMRO in Alexandria, Egypt) and of country projects. The mission found that although the EMRO/UNFPA collaboration had created advantages for both organizations, a number of areas were in need of improvement: EMRO needed to play a stronger role in advocating family planning for health reasons in the region; UNFPA and EMRO needed to develop more country-specific approaches, considering the diversity of countries in the region; and EMRO needed to give more visibility to UNFPA inputs.

49. The mission concluded that the design of the regional projects had not been very clear or realistic, that the monitoring and evaluation had been weak, and that the implementation was seriously constrained by the inability to staff the Regional Advisory Team fully, the consequence being a very heavy workload for team members and a lack of success in providing a strong focal point at the regional office for executing UNFPA-funded projects. The mission, however, was impressed with the qualifications, dedication and achievements of the team members and was aware of the constraints under which they had to function.

50. The main constraining factors in EMRO's execution of UNFPA-funded country projects concerned recruitment of international project advisers, placement and processing of fellowships, and delays in financial matters. The mission noted that WHO's national quota requirement in personnel matters was the main cause of recruitment difficulties. The assessment of qualifications (especially family planning experience) and preparation of advisers for UNFPA projects were not always appropriate, and better prior consultation between UNFPA and EMRO as well as a thorough briefing of all personnel recruited for UNFPA projects on UNFPA policies and procedures was needed. The mission concluded that both UNFPA and EMRO must work together to ensure a better definition of the training needs of the fellowship candidates and the availability of training institutions. Also, more careful appraisal by both agencies was needed before project approval and agreement on execution. The mission found that the organizations' different financial regulations and the inadequate understanding of the regulations by the staffs of both organizations were the main reasons for financial delays. The frequent turn-over of staff in the two organizations exacerbated this constraint. The mission recommended that staff from the two organizations should meet to clarify procedures and agree on a common practice.

WHO/Regional Office for Africa (AFRO) intercountry programme
(Mission September-October 1989)

51. The evaluation team examined the performance over the period 1982-1989 of the two sub-regional MCH/FP advisory teams based in Bamako, Mali, and Harare, Zimbabwe. It also assessed AFRO's capacity to execute UNFPA-funded MCH/FP

projects. Even though the quality of the advisory teams' performance differed in many areas, the mission identified a number of common issues which affected the performance of each team. These issues included AFRO's lack of emphasis on family planning, its national quota system for recruitment, the inappropriate criteria for selection of countries for backstopping services, the inconsistent and multiple directions given to the teams by AFRO and UNFPA, and the lack of up-to-date and complete knowledge about contraceptive technology and family planning on the part of some of the advisers.

52. The mission found that, overall, the Harare-based team seemed more effective than the Bamako-based team and showed evidence of good leadership and professional competence. Nevertheless, the team's objective to increase emphasis on family planning and achieve a better integration of MCH/FP had not been fully realized.

53. The Bamako team, on the other hand, appeared to lack effective leadership. The team could not produce the necessary project reports and had limited knowledge of the projects for which it was employed. However, it made a notable contribution in the areas of needs assessment and establishment of project work plans, particularly in Mali and Guinea.

54. The evaluation mission took note of the many well-conceived initiatives adopted by AFRO in recent years aimed at increasing self-reliance and enhancing the quality and status of community health care. The mission concluded that if these initiatives, together with AFRO's management and administrative systems, were efficiently utilized, AFRO could possibly develop the capacity to provide an appropriate level of managerial support to country projects. However, the mission identified a number of factors constraining AFRO's ability as an executing agency. These included, among others, the limited technical capacity in family planning within its MCH/FP unit at Brazzaville, the Congo, WHO's national quota system for hiring staff, and the lack of co-ordination between AFRO and WHO/Geneva, particularly with regard to the dissemination of research findings and guidelines to the field.

B. Comparative evaluation results

Training in MCH/FP

55. As reported in document DP/1988/36, MCH/FP training was the subject of the first comprehensive comparative evaluation exercise conducted by UNFPA. Three missions -- to Asia, sub-Saharan Africa and Latin America -- were undertaken in 1986 and 1987. The results of these evaluations were summarized in the 1988 evaluation report to the Council.

56. Due to the many similarities among the three regions, regional drafts were condensed into one general section on common issues, supplemented by three brief regional reports emphasizing features unique to training in each region. The

general report addresses issues in health planning and forecasting; integration of MCH/FP with primary health care; the decentralization of training; gaps between training and job responsibilities; and the role of donors, executing agencies and Governments. In order to maximize the use of the results of this evaluation, both the report and a programme advisory note based on it will be given wide distribution. In addition, internal seminars to discuss the results are being planned.

Population and development planning

57. The second major comparative evaluation covered projects in the area of population and development planning. This area was selected for study in view of the need to learn more about a fairly recent, but rapidly expanding, sector of population activities. Four regional studies have been completed, and a report with global conclusions based on the regional reports has been prepared. The results will be further synthesized in a programme advisory note, and the reports as well as the note will be widely distributed and discussed in a series of seminars. The findings of the reports are summarized below.

Global report

58. The global report strongly underlined the finding that the integration of population factors into development planning is pivotal to country population programmes. It also demonstrated that this field is complex, multi-sectoral and multidimensional. The analysis of achievements in this area indicated that a number of projects achieved many of the basic objectives, for example, the establishment of a national population council/commission and a population unit, and the inclusion of a chapter on population in development plans. The evaluation found that a considerable body of research had been completed and that training and awareness-raising activities had been emphasized in many projects.

59. In spite of these achievements, the evaluation generally concluded that few, if any, of the projects achieved their fundamental goal of making population an integral part of planning and policy. A common problem was that projects were launched without the establishment of even the most minimal of essential baseline activities: there were no methodologies; no operational definitions of key concepts such as integration, planning and policy; no charting of the various functions to be performed by the projects and the institutions in which they might take place; and no operational guidelines for many of the related activities such as training and awareness-creation among decision-makers.

60. The lack of such bases was compounded by the fact that neither population needs assessments nor project formulation exercises were able to recognize or account for the complexity of population and development planning projects. As a result, most of the projects were unfocused and unrealistic.

Asia and the Pacific (Mission August-September 1987)

61. The mission found that the design of the projects was often over-ambitious and vague. Even though the role of population in development seemed to be understood in most countries, that understanding appeared to be rather general and incomplete, often leading to narrow operational definitions of integration. Therefore, short-term training for key planners and policy-makers, preferably in the context of the UNFPA-sponsored Global Training Programme on Population and Development, was recommended.

62. The projects used research, projections and macro-economic planning models as methods to facilitate the integration of population factors into development planning. However, these efforts were not always translated into policies, for a variety of reasons, including inadequate presentation of research results to planners, poor linkages between relevant institutions, and ineffectual planning organizations. The mission found that a number of problems arose in the execution of multi-agency projects due to the lack of clarity and definition of the respective roles of the agencies. Furthermore, with few exceptions, monitoring and evaluation reports by agencies tended to be of an administrative nature and lacked the necessary technical content.

63. Women appeared to have been active participants in the implementation of the projects. Nevertheless, little attention was paid to women's issues, including the tabulation of gender-specific data. The evaluation stressed the need for assistance in the population field to take full account of the specific situation of the South Pacific Islands which because of their small size, the fragility of their planning system and the great size of area covered required different modalities of assistance.

Sub-Saharan Africa (Mission January-February 1988)

64. The projects under review sought to address various demographic issues, but little attention was paid to population and development issues of particular concern to the region such as population and food production, and population and health. The mission identified weaknesses in needs assessment and project formulation exercises and called for a restructured needs assessment report as well as a more cautious approach to approval of projects in the population and development field, including pre-project activities.

65. Where projects were reasonably successful, facilitating factors included adequate institutional location of the population unit, its insertion into the governmental structure, the prestige and authority of the various bodies in charge of population policy, the strength of project staffing and the firm linkages between the technical and policy formulation functions. Moreover, multi-function projects attempting to cover most aspects of population and development were less successful than those projects that focused on one key function. In general, the monitoring of projects by both UNFPA and executing agencies was found to be unsatisfactory.

66. Some of the countries lacked recent census or survey data, while most others had collected but not adequately analyzed data. In many countries there was awareness of the role of population in development, and the development plans in most countries contained a special chapter on population. However, success in integrating population into various sectors was limited.

67. The mission noted the increasing complementarity between UNFPA-funded population and development projects and UNDP efforts to improve planning in developing countries. Nevertheless, the mission reported that no formal links had yet been developed to co-ordinate those activities. Women were found to have played an active role in the implementation of projects, yet a major difficulty in all countries was the lack of gender-specific data. Moreover, there was still a need to sensitize government officials and national planners to women's issues.

Arab States (Mission September-October 1988)

68. Although UNFPA assistance in the field of population and development planning was relatively recent and modest in this region, almost all the countries had ongoing projects and programmes with objectives to integrate population factors into the development process or to formulate population policies.

69. The evaluation mission found that population issues were treated as an exogenous, rather than an endogenous, variable in the planning process. The mission also noted a lack of awareness and clarification of the concept of integration among government planners. Projects were typically started without prior understanding of the concept of integration or sufficient dissemination of knowledge of the requirements for integration or policy formulation. The relationship of integration to population policy formulation had itself not been adequately differentiated.

70. In addition, scarcity of population data and weakness of demographic analysis also affected achievements, since staff were often absorbed in the task of gathering data instead of making policy-oriented analyses. Other important constraints were the uneven skills of personnel, their turn-over once trained and the lack of or inconsistent leadership of high-level professionals.

71. Finally, political commitment, government support and appropriate institutional setting emerged once again as key elements in the implementation of population and development planning projects. Population planning units were often established without first creating awareness and political support, and without a thorough assessment of the requirements for integration in terms of institutional co-ordination and training needs. This led to an inadequate location of the units as well as inappropriate staffing.

Latin America and the Caribbean (Mission October-November 1988)

72. The principle of the integration of population factors into development planning was widely accepted, but was seldom translated into policy and planning action in this region. The projects were often overly ambitious and the objectives unclear. Consequently, there were problems in the implementation of projects, mainly in relation to the understanding of the concept of the integration of population and development, the adequacy of institutional arrangements, the availability and analysis of data, and the availability of well-trained technical staff.

73. The mission found that UNFPA had played an important role in keeping the idea of integration alive, legitimizing it and supporting various activities that would otherwise not have been possible. The mission suggested further improvements, inter alia, in regard to the needs assessment exercises, which had not dealt sufficiently with this sector.

74. The mission identified a need for different levels of methodological complexity for different planning approaches; i.e., global, sectoral, regional, sub-regional, and local. It further emphasized that future projects in this sector should not be developed without a well-defined conceptual and institutional framework which took into account the socio-political, institutional and cultural characteristics of the country. The mission also recommended better co-ordination between various population-related institutions, expansion of awareness-creation activities, elaboration of strategies for training programmes, production of timely data, and the undertaking of interdisciplinary applied research, including research on women's concerns.

Management information systems in MCH/FP programmes

75. UNFPA commissioned a series of diagnostic exercises of MCH/FP management information systems (MIS) to serve as a basis for decision-making regarding future assistance to improve such MIS. Diagnoses were conducted during 1989 in 27 sub-Saharan African, 5 Asian and 8 Latin American and Caribbean countries. A comparative analysis of the country reports was undertaken as a thematic evaluation. This exercise differed from other UNFPA-conducted comparative or thematic evaluations in that the focus went beyond UNFPA-supported projects.

76. The analysis concluded that too many programmes operated without access to basic input, output and quality indicators. Even where access existed, in too many cases data were not taken into account in management decision-making.

77. In light of the constraints on MIS identified in the diagnostic country exercises, the analysis concluded that the main requirement for enabling MIS to become a useful management tool would be the conveyance of technical knowledge through consultancies and training. Moreover, there was a need in some countries for additional human resources to operate the MIS, although a significant part

of that need could be met by training existing personnel to carry out responsibilities that had previously been beyond their reach. The remaining personnel requirements, if beyond the financial capacities of governments, might well represent worthwhile contributions from donors. In addition, some systems needed hardware, principally in the form of computer equipment.

Family planning education and services for newly-weds

78. Young couples yet to have children were identified by UNFPA's review and assessment as deserving special priority status for family planning education and services in all cultural contexts. Yet to date, few countries had targeted these particular couples for special attention, and various approaches to this group had been relatively unexplored.

79. In order to learn lessons for future programmes in other countries, in 1989 UNFPA conducted a study of five approaches being carried out in three countries in Asia and Latin America (Indonesia, Mexico and the Philippines). An open-ended questionnaire was used in the field to collect descriptive data and to document perceptions of the implementors regarding the effectiveness of the activity and its acceptance by others, including the couples served.

80. The findings of the study indicated that, although service providers were sometimes opposed to the provision of education and services to this group, a newly-wed or pre-marital education activity had merits for a large number of couples. Couples responded to the activities in different ways, depending upon a number of factors, such as age, experience and marital history. Level of education and rural-urban differences were also factors in some instances. Importantly, it was determined that interest and acceptance could be enhanced when provision of the information on family planning was preceded by an explanation of its significance.